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Educational Decentralization in Southern Sudan:

A study of community participation and democratic leadership in two  
primary schools in Central Equatoria State, Southern Sudan



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## **Acronyms and Abbreviations**

ACROSS	Association of Christian Resource Organizations Serving Sudan
APA	American Psychological Association
CBO	Community Based Organizations
CPA	Comprehensive Peace Agreement
CSO	Civil Society Organization
CES	Central Equatoria State
DDM	Dance Drama and Music
EFA	Education for All
GoNU	Government of National Unity
GoSS	Government of Southern Sudan
HM	Head Master
HoD	Heads of Department
LG	Local Government
NGO	Non Governmental Organization
NIF	National Islamic Front
NPA	Norwegian Peoples Aid
JRS	Jesuit Refugees Service
MDG	Millennium Development Goal
MoEST	Ministry of Education Science and Technology
PTA	Parent Teachers Association
SGB	School Governing Bodies
SMC	School Management Committee

SMoE	State Ministry of Education
SMT	Senior Man Teacher
SSLM	Southern Sudan Liberation Movement
SoE	Secretariat of Education
SPLA	Sudan People's Liberation Army
SPLM	Sudan People's Liberation Movement
SWT	Senior Woman Teacher
UMCOR	United Methodist Committee on Relief
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Funds
UPE	Universal Primary Education
USA	United States of America

**Dedication**

This study is dedicated to my dear children Dada William and Wani Bernd who have missed my fatherly love during the process of this noble task, and whose birth days are 17<sup>th</sup> August, 2005 and 8<sup>th</sup> July, 2008. May you grow into great men, fully of wisdom and aspirations.

## **Abstract**

The purpose of this study is to explore what governance structures and leadership styles enhance community participation in school governance. The study specifically explored community participation and democratic leadership in improving school governance and management.

Qualitative research approach was applied and twenty three (23) informants were interviewed for this study. The study sample comprises of Ministry of Education officials, School Management Committee (SMC) and Parent Teachers Association (PTA) members who represent the parents and the community, Head teachers, and teachers. Interviews, documents evidence, and general observation have been employed as a means of data collection methods. This use of interviews is to allow the informant express his or her views based on the subjective school of thought. The data collected was analysed inductively.

Educational decentralization is the common way through which community can participate in the governance and management of the schools in Sub-Saharan Africa. Governance and community participation, and organization theories which comprises of critical organization theory, bureaucratic theory, stakeholders theory, and Role theory form the bedrock of the study.

The study reveals that the schools have formal structures (SMC and PTA) that promotes community participation in school governance, and that these formal structures are an expression of democratic governance that allow the community to participate in the governance and management of the school through democratic practices and democratic leadership that allows broader participation of the stakeholders in the governance and management of the school. The research findings reveal that community through the SMC and the PTA participate in the governance and management of the schools as the community is engaged in resources mobilization, planning, budgeting, school development, policy formulation, administration and financing of the school, but policies on the curriculum and exams is under the government and that the community is also limited with lacks training, and skills. As such the roles played by the community are underperformed and financed.

The study concludes that community participation and democratic leadership enhance school governance and management, as educational providers are hold accountable by the community in this democratic school governance and management.

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## **Chapter One**

### **1.0 Background and Context**

Decentralization of governance is one of the recent and current processes of democratic transformation in Sub Saharan Africa. Growing evidence from research have indicated that from the middle of the 1980s most centralized African governments started decentralizing the governance systems of their governments as a sign of democratic transformation in governance by transferring administrative powers, resources and responsibilities to the regional, districts and to the local government (LG) as an usher for democratic transformation and school based management (EFA Global Monitoring Report, 2009; Ikoyo. O. & Ikoyo. V., 2005; Brosio, 2000; Cooper & Florestal, 1997; Coleman & Earley, 2005). As it is argued that most governments in the developing countries policies are focusing towards the provision of quality education; and debates on voice, participation competition and choice in education governance are worldwide and decentralizing the authority from the central government to school-based management is seen as the means to hold education providers accountable and in turn it increases community participation in school governance, school ownership, and it improves educational quality (EFA Global Monitoring Report, 2009; Jacobson et al., 1996). Like many African countries the Sudan after the 2005 Comprehensive Peace Agreement (CPA) is undergoing democratic transformation of its governance system, as it moves from autocratic, and centralized governance to a decentralized system of governance (The National Interim Constitution of the Republic of the Sudan, 2005; the Interim Constitution of Southern Sudan, 2005; GoSS, MoEST Policy Handbook, 2007).

Brosio (2000) argued that the introduction of decentralization in Africa is mostly aimed at the return to democracy. And Daun (2007) maintained that “decentralization in education is to bring school management nearer to the people it serves so that its quality, efficiency and effectiveness can be improved by encouraging parental and community participation” (p. 206) in school governance and management. Brosio (2000) presented three main arguments by donors for the quest for decentralization of governments aimed at the following: “a) bring services hitherto neglected peripheral areas; b) obtain a more equitable distribution of public services; and c) increase popular participation in policy choices.” (p. 2)

This views presented by Brosio, (2000) suggests that administrative powers, resources and responsibilities be transferred to the local government so as to serve areas that have been

neglected by the central government and as it is claimed that most governments in the developing countries are unable to administer primary education, therefore decentralization of primary education governance is assumed would improve provision and quality of primary education on the pretext that the community can do the task better than central government. Secondly to enable equitable distribution of resources and power so as to reduce inequality, the argument is that primary education governance place unlimited strain on limited government resources at the national level, decentralizing primary education by involving community is assumed would likely improve economies of scale and lead to more appropriate response to the local needs, this is in the sense that the community knows their needs and the realities in their locality; and thirdly to increase community participation in decision making on policies as pertains to the delivery of primary education, as the community is actively engaged in the governance and management of primary education. Therefore, decentralization of education governance and or, school based governance aims at devolution of decision making authority by increasing school autonomy and empowering the community, teachers, and parents to have a strong voice and more participation in school governance so as to improve school governance; and secondly to have equity as powers are being transferred to school committees, parents, and the community that empowers them with a strong and effective voice in holding education providers accountable to their clients (Coleman & Earley, 2005; EFA Global Monitoring Report, 2009; Winkler, 1994).

Considering the arguments for school based management and or educational decentralization which is currently favoured worldwide (Brosio, 2000) the study whose findings are reported in this thesis sought to explore: *Educational Decentralization in Southern Sudan: A study of Community Participation and Democratic Leadership in Two Primary Schools in Central Equatoria State, Southern Sudan.*

## **1.1 Problem Statement**

We cherish education for all our people equally and aim to provide a lifelong education for all children and adults of Southern Sudan, an education that is relevant and based on the needs of the people, to enable them to be responsible and productive citizens (Ministry of Education Science and Technology (MoEST) Policy Handbook, 2007, p. 2).

Education that is relevant and based on the needs of the people. Indeed Southern Sudan like many African countries seeks to provide her citizens with quality education which is based on the needs and choice of the citizens as it strives to meet the millennium development goal

(MDG) of Education for All (EFA) by the year 2015 (MoEST Policy Handbook, 2007). In order to achieve this desire of providing quality education, it has been argued that devolution of school governance to promote community participation in school governance is assumed improves the governance of the school (Early & Coleman, 2005; EFA Global Monitoring Report, 2009; and Cooper and Florestal, 1997). Research evidence have reported that involvement of parents and the community in the governance of the school has yielded a progress towards Education for All (EFA) which have largely been supported by the parents and the community (EFA Global Monitoring Report, 2009).

The government of Southern Sudan policy documents (Southern Sudan Education Act, 2008, MoEST Policy Handbook, 2007, Trainers Guide for Parent Teachers Associations (PTAs) and School Management Committees (SMCs) and the Southern Education Sector Plan 2005-2010) indicates that the Government of Southern Sudan (GoSS) has decentralized the governance and management of education, and that it only remains with functions of policy formulation. And according to these sources primary school management falls under the State Ministry of Education (SMoE) which is represented at the level of the community by the Payam education office. Therefore, it is at the level of the Payam Education office that the community in the school which is represented by the Parent Teachers Association (PTA) and the School Management Committee (SMC) which is a link to both the government and the community are now linked through the Payam Education office, County Education office and to the SMoE.

The Sothern Sudan like many African countries is faced with many challenges of leadership and management, education governance, curriculum, a huge number of unqualified teachers and most of these teachers have not even completed their primary and secondary education, the challenge to achieve relevant and quality education as stated in the mission statement of the GoSS, live alone the desire to achieve Education for All (EFA) and the Millennium development goal (MDG) (Trainers Guide for PTAs & SMCs MoEST GoSS, 2008). According to the policy document governance and management of primary education shall be decentralized and at the school level, primary schools shall be governed and managed by the community and parents who are represented by the PTAs and SMCs. (Trainers Guide for PTAs & SMCs MoEST GoSS, 2008; Southern Sudan Education Act, 2008).

Experience and Research evidence have revealed that devolution of school governance improves school governance and management and it reduces the gap between the rich

households and the poor households (EFA, Global Monitoring Report, 2009, Brosio, 2000; Wallance & Poulson, 2003). However, there are also arguments that devolution of school governance may increase the gap between the rich and the poor. This argument is based on the fact that some of the community members and the parents may not have the intellectual bargaining power in decision making processes that pertains the governance of the school and on matters related to policy development and the content of the curriculum (EFA Global Monitoring Report, 2009; Brosio, 2000).

The assumption of this study is that community participation and democratic leadership enhance educational quality and improves school governance. Based on these contrasting views on school based management, this gave me the impetus to explore community participation and democratic leadership in school governance.

## **1.2 Objective of the study**

The objective of this study is to explore what administrative structures and leadership styles enhance community participation in school governance in two primary schools in Southern Sudan.

### **1.2.1 Research questions**

1. How are school administrative structures organized to promote community participation in school governance?
2. What is the level of community participation in school governance?
3. What leadership styles influence community participation in school governance?
4. To what extent do community participation and democratic leadership style enhance school governance?

## **1.3 Rationale of the study**

Evidence from research maintained that community participation in school governance and democratic leadership improves school governance as Wallance and Poulson (2003) suggest that:

Devolution of responsibility and wider participation in decision making would ensure that schools are places where people are prepared for, and participate in, making decisions as part of democratic process. In addition, school-based management, through greater local control over the use of resources and setting of educational policy, would produce more effective educational output (p. 66)



This view implies that participation of stakeholders in school governance will improve school output and school governance as the community fully participates in the governance and management of the school, and it promotes democratic process in the school.

My experience in educational management and having worked with the community closely reveals that the community lacks skills in governing the schools despite their willingness to do it. Secondly I have observed that the government policy of decentralization that is aimed at engaging the community through the formal structures such as SMC and PTA in some schools are not functional. This prompted me to undertake this study to explore the extent of community participation in school governance and whether it improves school governance.

### **1.3.1 Significance of the study**

This study is significant in the sense that the findings of this study will inform policy makers, local partners, and developmental partners on what administrative structures and leadership styles enhance community participation in school governance. Secondly it will inform the formal structures like the SMC and PTA about their roles in school governance and management; and thirdly this material could be use as a resource aid for training the SMC and PTA. Although the findings of this study will not be generalized for the whole of Southern Sudan, this is because the study has majorly focused into two primary schools in Central Equatoria State, Southern Sudan and this limits the generalization of the findings.

### **1.4 The Historical and Political Background of the Sudan**

The Sudan is the largest country in Africa with an estimated size of 2.505,813 Sq. Km or 967,500 Sq. Miles (Sommers, 2005). Sommers, acknowledged that it is daunting to estimate the population of the Sudan. However, according sources from the Khartoum government the population is estimated to 25 million following the 1993 census (Sommers, 2005). The recent concluded census according to an article by Sudan Tribune, 27<sup>th</sup> April, 2009 <http://www.sudantribune.com> estimates the population of Sudan to about 39 million people. Following the 2005 Comprehensive Peace Agreement (CPA) the new Interim constitution of the Republic of the Sudan and the Interim Constitution for the government of Southern Sudan came to effect and the Sudan is said to be a decentralized country with a federal system of governance that has four levels of governments (1) the Government of National Unity (GoNU); (2) the Government of Southern Sudan (GoSS); (3) the States government which is made up of 26 states and 10 of the 26 states constitutes the Southern Sudan, and each state has its own government comprising of the Legislatures, the Executive and the Judiciary; and

(4) is the local government (LG) at the county level (The National Interim constitution of the Sudan, 2005; The Comprehensive Peace Agreement, 2005).

Since its independence in 1956 this largest country in Africa witnessed a period of over forty years and or four decades of turmoil with itself right from the eve of its independence, the Southern Sudanese unit of the Equatorial Corps in the Eastern Town of Torit mutinied on August 18<sup>th</sup> 1955, and this war under the leadership of General Joseph Lagu a movement codenamed Anya-Nya which means poison against the British and there Arab north counterparts; and the second mutiny was on the 16<sup>th</sup> May, 1983 in the Southern Sudan Town of Bor and Ayod, this war lasted for about 21years under the leadership of Late Colonel John Garang de Mabior (Sommers, 2005; Johnson, 2003; Dowden, 2009). The 1955-1972 war came to an end through a peace agreement signed in Addis Ababa that gave the country a relative peace and regional government that lasted only for about 10 years. The second war was between the years 1983-2005 and came to an end also through a Comprehensive Peace Agreement (CPA) signed in Nairobi on the 9<sup>th</sup> January, 2005 (Sommer, 2005; Jok, 2007; Breidlid, 2005; Dowden, 2009). These wars destroyed almost everything for instance education system, lives of people, infrastructures and governance structures were virtually destroyed and cannot be compared to any in the world (Johnson, 2003; Sommer, 2005).

The Sudan is historical and geographical rich country with people of diverse cultures, and with an estimate of over 134 languages spoken in the Sudan and the people identify themselves as Africans and Arabs not Africans (Breidlid, 2005; Dowden, 2009). And this is the north South divide defined in the name of the Arab north and African Southerner.

*The North and South divide:* The Arabs north are predominately Muslims and the African Southerners are Christians. According to Dowden (2009) the Arabs say they are in Africa but they are not Africans, the Arabs identified themselves more with Islam and civilization and the Southerners identified themselves as Africans and mainly Christians who are referred to by the Arabs as uncivilized. The relationship between the north South is like what Said referred to that of the 'we and the other' the subaltern relationship (1978). The Southerners have rich cultures, with diverse ethnicities and are physically different from the northerners and they are black Africans (Dowden, 2009). According to the sources the British ruled the south and the north separately as two different entities, for instance more development was concentrated much in the north in terms of education, social services and infrastructures, while the Christian South the British did not do much in terms of education, social services

and infrastructures, instead the British encouraged the Christian missionaries to be in the south and with their meagre resources could not do much in the south (Sommer, 2005; Jok, 2007; Dowden, 2009). This north south divide to most Southerners is claimed to be the cause of all these wars in the Sudan, which were fought to attain human rights, freedom, equality and dignity as the Southern Sudanese desire for the attainment of democracy and democratic governance that the CPA has finally brought and yet is to be lived, whereas to the Arab northerners these wars are the problems of the southerners and are neither of the Arabs nor the British (Dowden, 2009).

#### **1.4.1 The Southern Sudan Context**

The Southern Sudan before the 1983 civil war refers to the three regions of Equatoria, Bahr el Ghazal, and Upper Nile (Mahdi, 1965; Sommer, 2005). However, after the Comprehensive Peace Agreement (CPA) Southern Sudan comprises now of 10 states and these are: Central Equatoria, Eastern Equatoria, Jonglei, Lakes, Northern Bahr el Ghazal, Unity, Upper Nile, Warab, Western Bahr el Ghazal, and Western Equatoria states (Interim Constitution of Southern Sudan, 2005). And the population of Southern Sudan is estimated to about 5 million people (Brophy, 2004). Southern Sudan is bordered by Ethiopia, Eritrea and Kenya in the East, Central African Republic in the West, the Democratic Republic of Congo former Zaire in the Southwest, Uganda in the South, while the Arab northern borders the Southern Sudan in the North (Secretariat of education, 2005). On the other hand Sommer (2005) argued that it is implicit the divide between the north and south borders as marked by the British in the Southern Sudanese perspective, in other words the boundary between the north south is unclear to most Southern Sudanese. Southern Sudanese as mentioned earlier have diverse ethnic groups and or communities who speak different local dialects, the people are multi-ethnic and multi-lingual society. In the Southern Sudan the people practice different cultural practices and traditions, and the people belief in traditional religion, Christianity and Islam. Chieftain is inherited or the chief or the leader is democratically elected by the clan and or the community at the village level (<http://www.gurtong.net>. Retrieved on the 20<sup>th</sup> March, 2010; & Dowden, 2009).

#### **1.4.2 The Socio-economic background of Southern Sudan**

Southern Sudan falls in the tropical rain forest, and it is well known of its agriculturalist and pastoralist activities. It is rich in natural resources such as ivory, gold, timber, and hides (Mahdi, 1965). Central Equatoria, Western Equatoria and parts of Eastern Equatoria do agricultural activities, substance farming at a small scale; while the rest of the other states are

nomadic and are pastoralist with limited agricultural activities. Central Equatoria and Western Equatoria have rainfall throughout the year and people in these states grow food and cash crops and or do farming at small scale. It is important to note here that despite the fact that Southern Sudan is rich in natural resources as mentioned earlier the country still remained underdeveloped, and this underdevelopment to many Southerners is still being pointed at the British as the result of their north south divide policy where they left the Southern Sudan underdeveloped and concentrated in the north as mentioned earlier. To me I could attribute this to lack of clear, committed and democratic leadership from the British during the colonial era, and also from the Sudanese regimes after independence that made the Southern Sudan to suffer this underdevelopment as Dowden (2009) pointed that “the British had the guns to seize Sudan but not the manpower” (p. 162). To me this view explicitly explains the north south divide where the British left the Southern Sudan under the missionaries and in order to achieve their objectives of divide and rule policy the British concentrated in the development of the north, and thus lack of clear, committed and democratic leadership from the British is seen in the civil wars fought between 1955-1972, and 1983-2005 and the underdevelopment of the Southern Sudan that persists to date. It is worth mentioning that the community where this study was conducted is predominately agricultural community, the community has rainfall throughout the year and it has an arabal land for agriculture. The community is also economically viable and this community does small scale business, it is historical known for its reputation on education and is actively engaged in sustaining most of its primary schools during the civil war and even to date. And this is the reason behind the choice of Central Equatoria State as the location of the study because of its community engagement in support of education. This is in line with a report by Brophy (2004) which claimed that most schools in Southern Sudan are maintained by the local communities. Although Brophy (2004) on the other hand argued that some of the communities in the other parts of the country (Southern Sudan) depended much on relief food, this especially in the pastoralist areas and are influenced by their nomadic way of life who may be referred to in this study as non (passive) participants in educational governance.

### **1.5 Education background in Southern Sudan**

The history of education in Southern Sudan has majorly three periods: a) the period of Anglo-Egyptian rule 1898-1955, b) the period after independence 1956-1972 and c) the period 1983-2005 the Sudan People’s Liberation Movement (SPLM) Secretariat of education (SoE) and

what is it today in the Government of Southern Sudan (GoSS) Ministry of Education Science and Technology (MoEST).

#### **a) Education during colonial rule 1898-1955**

The period 1881-1898 was the period when the Sudanese overthrew the Turko-Egyptian rule through a revolution led by the Mahdist and the Sudanese established a government rule by the Sudanese. However, the government did not last for long and it was overthrown by the British and the Sudan was once again under a foreign rule from 1899-1955 (Sommer, 2005). The British rule the South and North Sudan separately and the British laid the South North divide, the Southerners were taken as slaves and for the development of the northern armies based on extracting men from the South as well as for a strong sense of separation between the two distinct regions and peoples. The British objective in Southern Sudan was aimed at eradicating slavery and to civilize the Southern Sudanese (Sommer, 2005). Education in the Southern Sudan was entirely left in the hands of the Christian missionaries who were allowed by the British administrators to establish schools in Southern Sudan, to prepare village school teachers, preachers, clerks, health educators, nurses, post officers, forestry rangers and agricultural extension officers to help the British masters or administrators in the administration and governance of the Southern Sudan (Sommer, 2005). To this end therefore formal education in the Southern Sudan was introduced by the Christian missionaries who establish schools, trained teachers, and spread Christianity (Garvey-Williams & Mill, 1976 cited in Sommer, 2005, p. 53; Mahdi, 1965). However, Bashir, (1969) argued that conversion of Southern Sudanese to Christianity was the only justification of educational activities by the missionaries in Southern Sudan. Bashir argument is in line with Lesh (1998) who argued that the British established good schools in the north, economic infrastructures and the schools established in the south were poorly equipped, those schools entrusted to the missionaries were meant to provide morale guidance, so different systems of education in the same country, one was for morale guidance and the other for economic viability. I therefore argue here that the education system based on the above argument is not viable education for the Southern Sudanese, it was an education just to prepare you to serve the masters' interests, and it was mainly meant to enable the Southerners, become translates of the bible and to be able to read and reproduce what is being written, but not to be creative and innovative and this has largely affected the education system in the Southern Sudan in what is known as banking education and as the learner reproduces what the teacher has said for example  $4 \times 4 = 16$ , what is the capital city of Norway? It is Oslo (Freire, 1970) so this education imposed the culture

of silence on most Southern Sudanese as it was meant to serve the colonial masters' interest. However, to some extent although the missionaries were interested in the evangelization as most of the schools built were in most cases next to a church in Southern Sudan as aimed at preparing preachers, clerks, village teachers and health nurses, I argue here that missionaries education set a base for most Southern Sudanese intellectuals.

### **b) Education in post colonial Southern Sudan 1956-1972**

The British colonial rule came to an end in 1956 when the Sudan got its independence on the 1<sup>st</sup> of January, 1956 and in this period the Southern Sudan had only one secondary school in the Southern town of Rumbek, Juba commercial school, and sprinkling of intermediate schools (Mahdi, 1956). Following independence, the year 1957 is a landmark and is earmarked for the beginning of 'Arabization and Islamization' of the Southerners through formal education system. All schools in the Sudan were nationalized including those established by the missionaries, the schools have to follow a national curriculum and Arabic language became medium of instruction (Sommer, 2005; Jok, 2007). In addition to the nationalization of the curriculum, the missionary schools were further closed, for the government viewed them as "trouble makers" (O, Balance 1977 quoted in Sommer, 2005, p. 61) and in 1964 all foreign missionaries in Southern Sudan were expelled by Aboud (ibid). This means that educational governance was centralized at this period of the time. The objective behind the introduction of a unified curriculum and unified education system was aimed at uniting the country that had a south north divide (ibid). In this new arrangement, the claim is that the Southerners had no voice in the education system and even its governance, and the Southerners viewed this as a hostile policy from the central government on their cultures and traditions, and this culminated to resistance towards these policies from the Southern Sudanese which led to the formation of an armed military movement Anya-Nya (Poison) in reaction to these forced policies. The movement under the leadership of General Joseph Lagu Yanya called for total secession of the South from the North however; in the process Aboud's regime was toppled by an uprising. The successive governments in Khartoum continued with his policy of Islamization and Arabization of the country (Sommers, 2005; Jok, 2007). These policies forced the Southerners to flee for their lives in exile and others joined the Anya-Nya movement under the leadership of General Joseph Lagu Yanya. In 1969, May 25<sup>th</sup>, Colonel Ja'afar Mohammed Nimeri ceased power through coup from Aboud and this was the second military coup in the Sudan after independence, which independence most Southerners do not consider as true independence, to the Southerners, the British just handed them to be

enslaved by the Arab north, the argument put here is that the Southerners were not prepared enough by the British and secondly during the negotiations for independence the Southerners were not involved, and the lack of Southerners participation in the negotiation for their independence resulted in what was witnessed on the eve of independence when the Southerners mutinied in the Southern town of Torit in August, 18<sup>th</sup> 1955 (ibid).

Ja,afar Mohammed Nimeri who had been an army officer in the South before the coup and from his experience of the war and the policies of Aboud released that the war in the South has to be engaged in peaceful negotiation and in 1971 he started engaging the Southern Sudan Liberation Movement (SSLM) leadership into peaceful dialogue and which was reached in 1972 in the Addis Ababa capital of Ethiopia (ibid). This agreement gave the South a regional government made up of the Equatoria, Bahr el Ghazal, and Upper Nile with their capital in Juba, it gave the Southerners an opportunity to establish their own primary and intermediate schools and their own curriculum within the framework of the national guidelines, and it has to be relevant to the Southern Sudan and its environment, and to follow the 6:3:3:4, that is six years in primary, three in intermediate school, three in secondary school and four in tertiary institution. In the rural primary schools vernacular was used as medium of instruction, in the urban primary schools Arabic is the medium of instruction and English introduced orally, and Arabic continues as medium of instruction in the third and fourth year and in the fifth and sixth year English is introduced in writing and Arabic continues as a medium of instruction while English is intensified. The same is the case with the intermediate schools Arabic as a medium of instruction and English teaching intensified; while in the secondary schools and post secondary schools English and Arabic shall be taught as literature and English shall be the medium of instruction (Sommer, 2005; Jok, 2007).

The regional government although was able to make these changes in the education system, this government was short lived and was dishonoured by late President Ja,afar Mohammed Nimeri, when he declared the Sudan as an Islamic state and an Arab world country (Jok, 2007). These coupled with other issues as per the agreement, it triggered the second uprising of the 1983 in the Southern town of Bor. The Southern movement known as the Sudan People's Liberation Army/Movement (SPLA/M). Nimeri's government was weakened by the SPLA/M forces in the South and almost the whole South was in the control of the SPLA/M. However, in 1989 another take over from Nimeri by Omar el Bashir being masterminded by Al-Turabi the leader of the (NIF) National Islamic Front which overthrew Late President Ja'afar Mohammed Nimeri in 1989 (ibid).

I tend to suggest here that the failure by the northerners to recognize the Southerners in the decision making processes and lack of democratic leadership and democratic governance culminated to these coups in the Sudan and the hostilities from the Southerners as witnessed in the 1956-1972 and 1983-2005 civil wars. It is on this historical background that the current education system was developed under the then Secretariat of education, and now the GoSS MoEST with a system that is decentralized to allow broader participation of stakeholders in educational governance and management.

### **c) Education in Southern Sudan from the period 1983-2005**

The period 1983-2005 were years of doom for Southern Sudan in terms of education services for the people of Southern Sudan, and according to Brophy (2004) between the period 1985 and 1990 the education system was badly hit as teachers and pupils were recruited in the SPLA/M forces to go to war instead of being in schools. Schools were under resourced in terms of qualified teachers, school infrastructures, and lack of teaching and learning materials. To this end I tend to agree that the education situation during this time had a daunting situation and it lacked almost everything, to an extent that cassava flower was used as a chalk for teaching pupils in the war torn areas of Southern Sudan. The current education system came into existence as a result of the 1994 Chukudum convention, when the SPLM gathered to discuss the future of the Southern Sudan and this paved a way for the formulation of Education Policy of the New Sudan (SPLM Education Policy, 2002). The Chukudum convention led to the establishment of commissions and the then Education Secretariat was one of the commissions established and each commission was charged with the development of policies and guidelines that could regulate education activities and its governance in the Southern Sudan (Brophy, 2004). According to Brophy the education system in the SPLM/A controlled areas was largely supported by the local communities and with limited support from the international community. I tend to agree and I argue that schools in the then SPLM/A areas largely were supported by the local communities with some support from the international organizations for example UNICEF is a point of reference during those difficult times. The curriculum was in a mess, and the schools either used Uganda and or Kenya, and this mostly depended on what border a state or a county borders.

Analysing from the above views, this implies that during the civil war education in Southern Sudan seems to be largely supported by the local communities in the provision of school



materials, construction of schools, and payment of teachers was being shoulder by the parents and the local communities in Southern Sudan; and according the GoSS MoEST Education Act (2008) the involvement of the parents and the communities in the school governance structure is to instil the sense of ownership and to enable them exercise their democratic right as pertains choice, policies, and governance (Southern Sudan Education Act, 2008). Community throughout this thesis shall be represented by School Management Committee (SMC) and Parent Teachers Association (PTA).

## **1.6 The Structure of Education System in Southern Sudan**

The current education structure of the education system consist of (1) the component of the academic ladder which starts (a) Early childhood Education, (b) Primary Education, (c) Secondary Education (d) Alternative Education System (e) Technical and Vocational Education Programme, (f) Tertiary and Higher Education and (g) Special Needs Education; and (2) is the component of the governance and management structures with four levels (a) MoEST Structure, (b) State Ministry of Education, (c) County Education office, and (d) Payam Education office (Southern Sudan Education Act, 2008). This study will only focus on one component of the academic ladder, the Primary Education, and secondly on the governance and management structures.

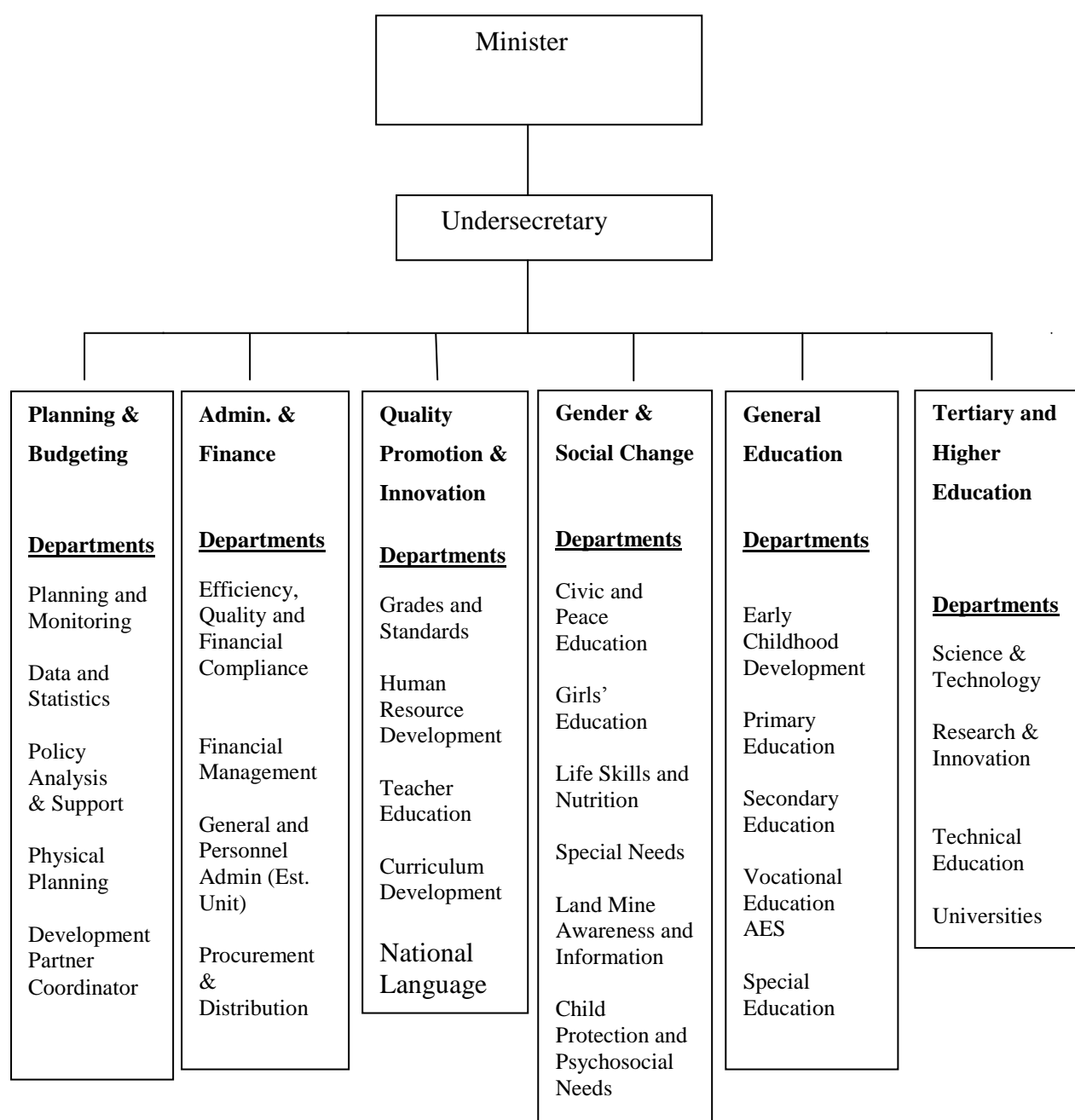
### **1) Academic ladder:**

Primary Education in Southern Sudan consist of eight academic years, it is divided into two stages. The lower primary from Primary one to primary four, and the upper primary which starts from primary five to primary eight, the age range for entry is between 6 years of age and will enter secondary at the age of 14 years and spend four years in secondary and four or more in the university or tertiary institutions. The academic ladder is 3:8:4:4 (Southern Sudan Education Act, 2008). To conclude the structure of formal academic ladder begins from the Early Childhood, Primary, Secondary and Tertiary Higher Education the university/Colleges/Institutes; and informal is the AES.

### **2) MoEST Governance and Management Structures**

The Ministry of Education Science and Technology (MoEST) governance and management structures from the GoSS MoEST; SMoE; County Education office; and the Payam Education office are illustrated below. In the GoSS MoEST; there are seven Directorates and each Directorate has departments. The Directorate is headed by Director General and the

Departments are headed by Directors. See (figure 1.1) for details of the administrative and management structure GoSS MoEST.

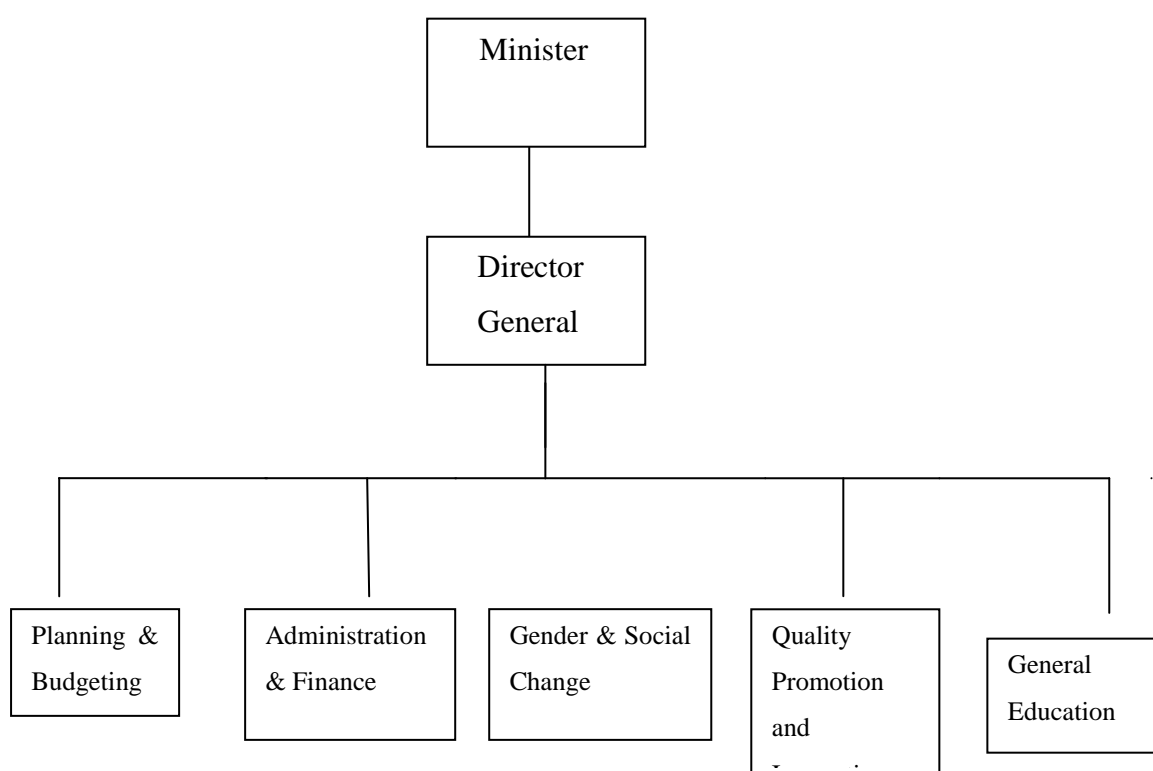


*Figure 1.1 GoSS Ministry of Education Science and Technology (MoEST) Organogram.*  
*Source (adopted from Southern Sudan Education Act, 2008; GoSS MoEST, 2009)*

**Note:** There is also Examinations Secretariat, for monitoring learning achievement at primary, secondary, vocation and technical levels. It is a Directorate and is headed by a

Director General who reports to the Undersecretary and has the following departments: Primary Exams; Secondary Exams and Tertiary Exams. These Directors in each department reports to their respective Director Generals and in turn the Director Generals report to the Undersecretary MoEST who finally reports to the Minister MoEST in this hierarchical order within the Ministry.

The State Ministry of Education administrative structure consist of five Directorates of Planning and Budgeting; Administration and finance; Gender and Social Change; Quality Promotion and Innovation; and General Education (Southern Sudan Education Act, 2008). See (figure 1.2) below for details of the Administrative and management structure at the SMOE



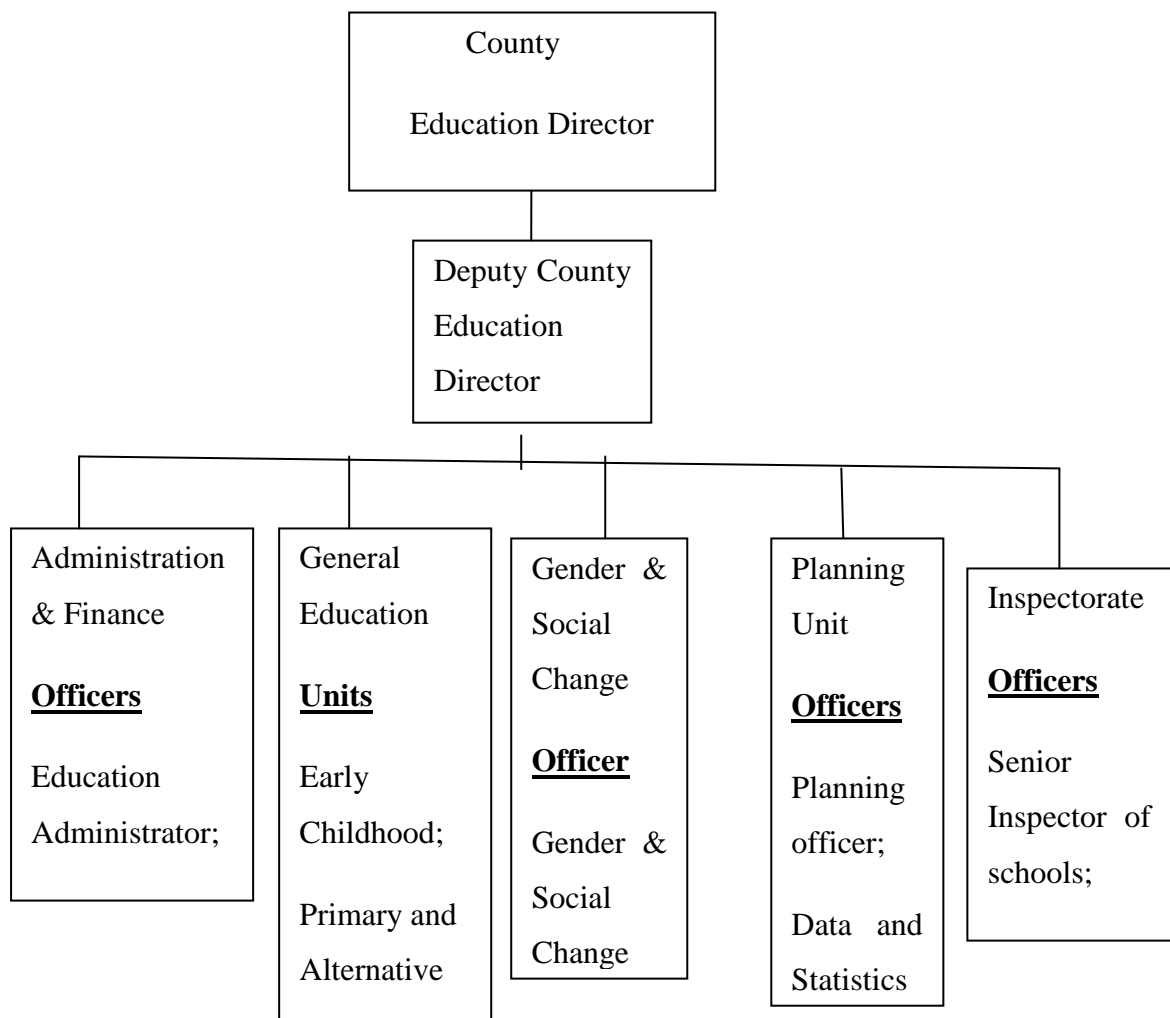
*Figure 1.2 State Ministry of Education (SMoE) Administrative and Management Organogram. Source (adopted from Southern Sudan Education Act, 2008; GoSS MoEST, 2009)*

These directorates have departments. And these departments are headed by Directors as described below.

- *General Education:* Early Childhood development; Primary Education; Secondary Education; and Private Schools. *Inspectorate:*

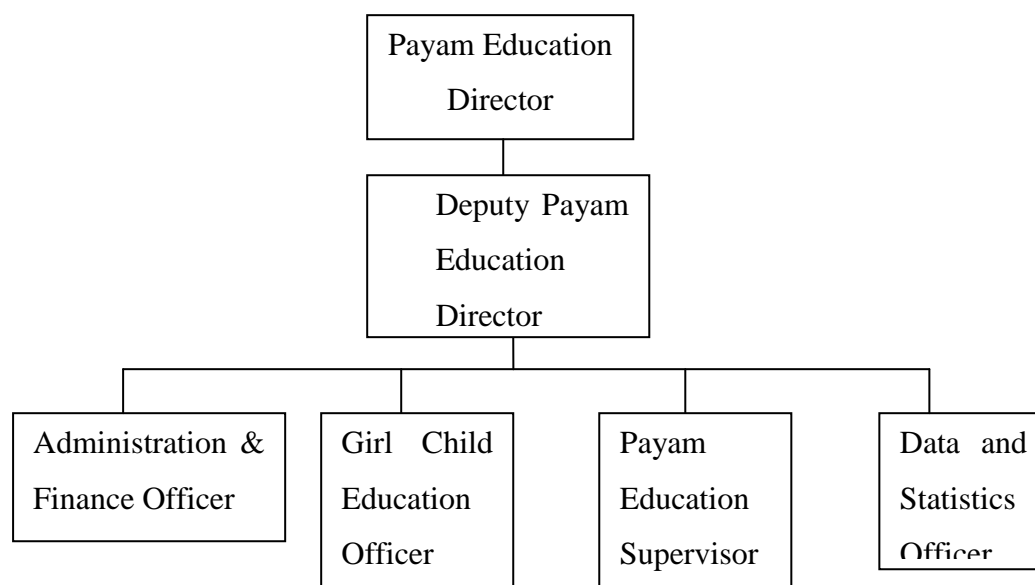
- *Planning & Budgeting*: Education planning and monitoring; Data and statistics; Establishment; and Development Partner Network.
- *Administration and Finance*: Administration; Finance; and Accountants.
- *Gender and Social Change*: Girl Child Education; and Special Needs.
- *Quality Promotion and Innovation*: Tertiary Education & Training; Teacher Education; and Vocational and Technical Schools.

The SMoE is headed by a Minister; followed by a Director General. It is important to note here that the Minister at the State Ministry of Education have the same portfolio with the Minister at GoSS MoEST. These Directors at the SMoE have the same grade and all report to the Director General SMoE who in turn reports to the Minister SMoE.



*Figure 1.3 County Education Office Administrative and Management Organogram. Source (adopted from filed visit, 2009; GoSS MoEST, 2009)*

**Note:** There is a unit for Examinations Secretariat which is directly linked to the Deputy County Education Director (ibid). The County Education Director is in charge of all the units and the County Education Director is answerable to the Director for Primary Education State Ministry of Education (SMoE). And all the other units with the County Education office reports to the Deputy County Education Director and in turn the Deputy County Education Director reports to the County Education Director.



*Figure 1.4 Payam Education Administrative and Management Organogram. Source (Adopted from field visit, 2009; GoSS MoEST, 2009)*

The Payam Education Director is in charge of the Payam Education office and its activities and is answerable to the County Education Director. All the other officials reports to the Deputy Payam Education Director and the Deputy Payam Education Director in turn reports to the Payam Education Director in this administrative and management organogram.

The Payam education office is the closest administrative unit to the school as it oversees the school activities. (Southern Sudan Education Act, 2008) According to the policy documents

School Management Committees and Parent Teachers Associations shall be established by the communities at the school level as a means of engaging communities and creating community ownership and commitment to delivery and management of education services to the citizens of Southern Sudan and in accordance with the Interim Constitution of Southern Sudan, 2005 (Part 1: Chapter 1; Clause 41.1.b). (Southern Sudan Education Act, 2008, p. 24)

This implies that it is at the school level where the community and parents are now engaged in the management of education system and its ownership as stated by the policy.

### **1.7 Outline of the thesis**

This thesis report is organized into five chapters. Chapter one contain the contextual background of the study, and it explores educational decentralization as a means for community participation in school governance and management. It discusses the problem statement, the rationale of the study, significance of the study, the objective and research question used for the investigation of this study.

Chapter two examines the theoretical and conceptual perspectives of this study which will be used for the analysis and discussions of the findings presented in chapter four. In chapter three I describe the methodology of this study. Qualitative research approach was applied for the investigation of this study.

Chapter four present the research findings from the fieldwork while chapter five is the analysis and discussion of the findings with reference to the theoretical and conceptual perspectives presented in chapter two, and thereafter is the conclusion of this thesis.

### **1.8 Summary**

This chapter discussed decentralization of education governance from a broader perspective and narrated it to the Southern Sudan situation. It also described the historical and political perspectives of the Sudan and Southern Sudan, and it concluded with the description of the academic ladder and the educational governance and management structures in Southern Sudan. The next chapter will present the theoretical and conceptual perspectives of this study.

## **Chapter Two: Theoretical and Conceptual Perspectives**

### **2.0 Introduction**

This chapter attempts to define and discuss the concepts governance, educational decentralization and community participation. Community participation will be discussed in the light of educational decentralization and or community participation and educational decentralization will be used interchangeably. The chapter will consider organizational structure and some aspects of organizational theories that underpin the findings of this study and this includes: critical organizational theory, stakeholder theory, bureaucratic theory, role theory which are aspects of organizational theories. It is important to note here that only some aspects of role theory that underpins the findings of this study will be considered in this chapter.

### **2.1 The concept governance**

The concept governance is about the use of power and authority in a country; and how power and authority relates at the different levels of governance from the state, down to the local community (Olowu & Sako, 2002). In education system governance is concern with the distribution of power and authority in decision making processes at all levels of education systems, from the ministry down to school or classroom and the local community (<http://www.Dfid.gov.uk/Documents/Publications/governance.pdf>. Retrieved on 18/01/10; EFA Global Monitoring Report, 2009). Education governance therefore, is about the relationship between informal and formal management and administrative structures in the school, and how the school governance structures can increase community participation in school governance so as to increase the sense of school ownership, and in holding the educational providers accountable (EFA Global Monitoring Report, 2009).

Kogan (1986) cited in Coleman and Earley (2005) argue that “schools and colleges have to be coordinated as a sector of a society, and be held accountable” (p. 86) for instance by holding education providers liable and accountable for their actions if they have failed to satisfy those with whom they are in relationship of accountability. This view implies that schools and colleges as educational providers should be held accountable despite the fact that this could differ in terms of how educational institutions relate to each other and stakeholders and in terms of culture and governance arrangements of a society (ibid).

The authors further, pointed four typologies of governance models of educational institutions; that can be used in analysing school governance or educational institutions governance at different national context (Coleman & Earley, 2005).

### 2.1.1 Models of governance and coordination

Coleman and Earley (2005) reported four models of governance postulated by Glatter (2003) which can be use for analysing educational institution governance at different national contexts. The four models of governance proposed by Glatter (2003) cited in Coleman & Earley (ibid) for analysing educational institution governance are: competitive market; institutional empowerment; local empowerment; and quality control. I will merge institutional and local empowerment as one aspect and will describe the aspect of quality control without discussing competitive market in this study.

a) *Institutional and local empowerment*: the individuals in the schools as educational institution for example the stakeholders (Community, parents, teachers and pupils) are empowered in making decisions. It is argued that at the institutional empowerment the focus is more on the institution on how it is governed and managed than on its competitive activities “against” other institutions (ibid, p. 86) while at the *local empowerment*: power and authority from the centre is move to the locality; specifically to district authorities, groups and or to the families of educational institutions and in particular to the school and the community;

b) *Quality control*: educational institutions are seen as the centres for the production of quality and are conceived at a point of delivering quality. Therefore, “authorities at national or regional level lay rules and establish targets, evaluation criteria and monitoring arrangements aimed at ensuring quality education is ‘effectively’ delivered” (ibid, p. 86). By laying rules and establishing targets at the national and or regional level the education authorities wanted to ensure quality education and that is why the curriculum and examinations in most countries are centralized this is meant to protect the quality, and secondly the involvement of stakeholders is also focused towards ensuring quality and control since the parents and the community will hold educational providers accountable (see Johnson, 1995; Gamage & Sooksomchitra, 2004; Coleman & Earley, 2005; EFA Global Monitoring Report, 2009; Kendall, 2007).

Coleman and Earley (2005) reported that models such as these presents broader idea on how educational institutions should be coordinated with each other and stakeholders-ideas that legitimatise different approaches in organising the coordination of educational institutions. Bureaucracy or hierarchy, exchange, interior authority, community, and democracy are five



legitimacies of coordination, identified by Woods (2003) cited in Coleman and Earley (ibid, p. 86) which are related to Glatters' models of governance discussed above.

To Woods bureaucracy or hierarchical governance involves dealing with educational activities through a hierarchical system of organizations and educational activities are directed from a distance through a hierarchical system. This may mean that government is not necessarily the educational provider; however, government encourages other agency to contribute to the education system for examples none governmental organizations (NGOs) or community based /civil society organizations (CBOs/CSOs) (Woods, 2003) cited in Coleman and Earley (2005, p. 86-7). Coleman and Earley argue that the model of governance on: "quality control entails direct intervention by higher authorities, which may be done by requiring educational institutions to follow a national curriculum" (ibid, p. 87) for example in England and or in Israel. This hierarchical authority (control) is evident in the institutional empowerment, local empowerment and the competitive models of governance proposed by Glatter (Coleman & Earley, 2005).

### **2.1.2 Multiple accountabilities of teachers and educational leaders**

Education profession is a community of technocrats, a community of experts who are highly trained, and are claimed to contribute to the governance of education system although this may have limitations for the case of Southern Sudan when it comes to professional qualifications of the teachers. Teachers and educational leaders as professionals and custodians of expert knowledge and experiences on moral and ethical principles have to be accountable to the profession's own community and standards (Coleman & Earley, 2005). At school level the teachers and the school leadership exercise school governance at various levels. Therefore, as technocrats the profession has multiple accountabilities to: *hierarchies*: in the education system and in school organizational structure that the teachers in their teaching profession have to follow for example a mandated national curriculum; *communal ties*: to be accountable to the teaching profession as a community, the traditions and values and to the sponsoring community of an educational institution in the case of this study the teachers and the Head teachers have to be accountable to the parents and the local community and in addition teachers and the Head teachers have to be accountable for "democratic values and democracy expressed views and preferences-where educators see themselves as democratic professionals, responsive to clients as part of their professionalism" (Whitty, 2002) cited in Coleman and Earley (2005, p. 89). This implies that teachers as educators are expected to instil democratic values into the learners, and the practices of democratic

governance in the school where the community through the governing bodies take part in school governance.

### **2.1.3 School governing bodies (SGB)**

School governance bodies are an expression of democratic and communal legitimacy. At the same time they are hierarchical mandated for example the School Management Committee (SMC) and the Parents and Teachers Association (PTA) in Southern Sudan (Southern Sudan Education Act, 2008) and in the developing countries Bush & Heystek (2003) cited in Coleman and Earley (2005, p. 89) cites South Africa as an example in connection to democracy and school governance (Coleman & Earley, 2005).

An example of what it entails, in the school governance is very explicit in the example of South Africa as the Department of education in South Africa explains that:

“Just like the country has a government, the school that your child and other children in the community attend needs a ‘government’ to serve the school and the school community” (Bush & Heystek, 2003, p. 128) cited in Coleman and Earley (2005, p. 90)

It goes further that:

The democratization of education includes the idea that stakeholders such as parents, teachers, learners and other people (such as members of the community near your school) must participate in the activities of the school. (Bush & Heystek, 2003, p. 128) quoted in Coleman and Earley (2005, p. 90)

This view means that the involvement of the stakeholders in the governance and management of the school improves the quality of education system, and the school as like a government the school governing bodies’ acts like and or represent a form government in the school. As Kendall (2007) pointed out that most of the ways to enable parental and community participation in school governance is through the creation of formal structures such as School Committees or Parent-Teacher Associations through which parents and the community can actively play their roles in the governance and management of the school.

#### *Roles of the SMC and the PTA*

There is growing evidence from research that have revealed the roles of the SMCs and PTAs in matters related to improvement in educational quality, school governance and management, pupils retention, and parental and community participation in school governance and management. For instance the SMCs and the PTAs in the developing

countries are charged with the roles of “monitoring children’s progress, increasing enrolment, developing improvement plans and monitoring the management of operational budgets” (EFA Global Monitoring Report, 2009, p. 157). Based on these roles one can hold the argument that the SMCs and PTAs roles are basically focused on the budget management, school improvement plans and development, increase of local participation for legitimacy, resource mobilization and accountability as the government devolved the authority of school governance and management through the policy of educational decentralization where authority of school governance and management is devolved to the community.

## **2.2 Educational decentralization**

There is growing evidence suggest that educational decentralization widespread policies in the governance and management of education systems in the world since the 1980s (Daun, 2007; Coleman & Earley, 2005; Winkler, 1994; World Bank, 2008). In general government policies worldwide are focused towards educational decentralization as most governments decentralize the provision of finance and centralize control of the content of education targeting the provision of quality education for their citizens; and to give the stakeholders voice in the governance and management of the education system (See for instance Daun, 2007; World Bank, 2008; Winkler, 1994; Johnson, 1995; EFA Global Monitoring Report, 2009).

Decentralization as a concept according to Coleman and Earley (2005) refers to the “process whereby decision-making authority for functions and the power that is associated with it are shifted from a certain location to one that is less central or ‘lower’” (p. 68) and on the other hand Winkler (1994) writes that decentralization is the “delegation of powers to the regional offices of the ministry. In other countries, it refers to the constitutional transfer of such power from the central government to the regional or local governments.” (p. 211). This transfer of power in the case of education refers to the school or college (Coleman & Earley, 2005, 2005) to the local council and the teachers instead of the principal or Head teacher centralizing the power. The decentralization of power is suggested by the authors as the way forward for making power holders accountable (Winkler, 1994; Coleman & Earley, 2005; Daun, 2007).

Educational decentralization according to Johnson (1995) refers to a shift of power from a central location to remote locality. Or it is the devolution of management responsibility, or devolution of finance and accountability without responsibility. On the other hand, however,

Johnson, (1995); Winkler, (1994); Daun, (2007); and Coleman & Earley, (2005) maintained that the meaning of educational decentralization differ from one country to the another, in a way it is country specific and it is not fixed.

The argument for the decentralization of education system is meant to increase productivity and to improve the quality of education by bringing the educational decision making closer to the parents who know the needs and the realities of their locality to participate in decision making processes (Coleman & Earley, 2005; Daun, 2007; EFA Monitoring Report, 2009).

According to Rhoten (2000) decentralization is an outcome of globalization as she explains that:

by the early 1980s, it was believed that philosophies and practices promoting the institutional centrality of national welfare state were incompatible with neo-liberalism and economic globalisation. This supranational paradigm shift resulted in several national policy moves in the administrations around the world ... rearranged the roles, relation and responsibilities of state, market and society via policies like deregulation, privatization and decentralization. Because of this paradigm-policy shift ... the provision of domestic public services-like education-was passed to sub-national states (p.594) quoted in Coleman and Earley (2005, p. 71)

The literature on educational decentralization is argued to have focused either on the technical or political and the former mainly concerns with inputs and financial, organizational or pedagogical outcomes as the effects of decentralization are assessed in terms of cost-effectiveness measured by student promotion, graduation and resource spend per student (Coleman & Earley, 2005; Daun, 2007). The argument presented here by the authors is that the technical decentralization focuses at cost-effectiveness while the political educational decentralization focuses on interest of national democratization rather school improvement.

Growing evidence suggest that educational decentralization has roots in the political arena from the autocratic transition of most governments in the developing countries to the democratic governments (Coleman & Earley, 2005; Daun, 2007) for instance in the context of Southern Sudan as it opts for decentralization system of governance. Educational decentralization therefore should empower the local community [parents] and teachers to not only be passive participants of centralized decisions but rather to be active participants in the processes of decision making in improving school governance and education quality since the aim of each government worldwide is to provide quality education for its citizens. The shift of authority from the national to the local level at the school can best be understood through forms of decentralization.

### 2.2.1 Types and forms of decentralization

There are mismatch in the use of the concepts of decentralization although authors perceive the concepts differently authors still value the degree of decentralization and the differences in terms of the degree are perceived important. The forms of educational decentralization that are being refer to includes (a) deconcentration, (b) devolution, (c) delegation, and (d) privatization and or school based-management are the four forms of decentralization (see Winkler, 1994; Coleman & Earley, 2005; Daun, 2007).

*Deconcentration* is the process of delegating some powers of decision-making processes are moved closer to consumers from the centre to elected officials of its own. It is an administrative decentralization (Daun, 2007) that involves handing over “more routine authority and decision-making powers from a higher level of the central government to lower levels (regional, district, cluster), still accountable to, and staffed by, the central ministry” (Shaeffer, 1994 quoted in Daun, 2007, p. 32). In the context of Southern Sudan for example the SMC which is an appointed body to represent the government and or a staff from the ministry of education is transferred to work at the SMoE, County, and at the Payam or at the school. In a way the authority to a larger extent remains with the centre since most of the officials are transferred from the centre and others are appointed by the ministry (Daun, 2007).

*Devolution*, this concerns the arrangements relating to transfer of decision-making to a lower level as opposed to delegation; powers are held by local bodies which do not seek for approval for their actions, the local bodies are relatively independent from the central government (Coleman & Earley, 2005; Daun, 2007). It is assumed to be the highest level of decentralization for its members are elected and are independent, for instance in the context of Southern Sudan we may refer here to the PTA who are elected by the community [parents] to represent them in the school. However, this does not mean that the government does not necessarily regulate the education system in devolution of authority but is an approach to which educational services can be effectively delivered to the citizens of a country.

*Delegation* implies some degree of decision making is given to the local bodies. However, power and authority still with central authority and the power can be withdrawn easily from the local bodies (Daun, 2007).

Privatization and or school-based management, this is concern with “decentralization and deregulation of school or college control” (Coleman 2005, p. 67) it is concern with decision

making, choice and participation in school governance. According to Daun (2007) the author argues that some authors perceive decentralization as an aspect of supporting the establishment of private schools. However, the author argues that growing evidence suggest that deconcentration and delegation do not necessarily lead to effective participation as the authors cites examples of Mexico and China where there has been a mixed of devolution and delegation (Daun, 2007).

### **2.2.2 The rationale of educational decentralization**

The rationale of educational decentralization popularity is attributed to a wide variety of factors which are categorised into four broad categories of educational finance, efficiency, accountability and effectiveness, and redistribution of political power (Winkler, 1994). There is evidence to suggest that the reasons found by researchers for educational decentralization among others includes (a) economic decline generally and or inability of governments finance the education system, high or increasing educational costs; (b) cultural factors; (c) weakening legitimacy of the state or public sector; (d) state overload and or (e) declining performance of the education system; and (f) global and international pressure (Daun, 2007). Winkler (1994) however, argues that although these factors are mainly discussed with respect to developing countries they equally explain the popularity of community control of schools in the United States.

a) The economic decline or the inability of governments to finance education system: the financial argument of decentralization is based on the interest that the proportion of school-age children enrolment in primary school has grown rapidly and educational expenditures have grown rapidly as well. Central governments find themselves facing severe fiscal constraints in expanding educational opportunities due to economic decline as a result of the economic recession in the 1970s and 1980s therefore the shifting of the burden for support of primary and secondary education to sub-national governments, the local population [community] voluntary organizations, and to the parents has become an increasingly attractive alternative for cost effective and efficient of education system (Winkler, 1994; Daun, 2007). On the other hand Liya (2006) argued that this is a notion of ‘finance-driven’ decentralization policy. The main goal is to “reduce public spending on education to improve the efficiency of resource use and educational quality” (p. 38) and the advocates of this “finance driven decentralization” are the World Bank, International Monetary Fund (IMF) and regional banks (African Development Bank, Asian Development Bank and Inter-American Development Bank) (ibid). The philosophy is that decentralization will reduce the

size of state public deficits as governments shift control of resources to private sector. It should be noted that not all governments will embrace educational decentralization policy for education governance. Experience has shown that this finance driven decentralization strongly suggests that:

decentralization with slower growth in or reduced financial and technical assistance from the central government to local and state run schools may achieve financial goals but tends to increase inequality in educational performance between the poorest states or municipalities and the richer ones (Carnoy 1999) quoted in Liya (2006, p. 38)

b) Efficiency: the efficiency rationale for decentralization argues that centralized planning and administration, both at national level and in urban schools have resulted to expensive education which is decreasing in quality (Winkler 1994). One explanation for high costs is the government inadequate capacity to administer a centralized education system. Secondly is the cost of decision making, where even the minor local education matters must be decided by a geographically and culturally distant bureaucracy; and thirdly the frequent application by the education authorities of nationwide standards for curriculum, construction, and teacher quality which prevents costs savings through adjustments of educational inputs to local or regional price differences (ibid). Daun (2007) added that the emerging culture of participation made people to demand for direct involvement in decision-making processes on matters affecting their life situation.

c) Accountability and effectiveness: the effectiveness rationale argues that centralized systems reduce accountability of schools to their customers. Many developing countries governments after independence nationalized and centralized their education systems at the expense of the community. Winkler argues that administration and accountability can be improved in education if schools are made more responsive to parents and to the local community and if the need for the central administration in decision making processes on local education matters is eliminated (Winkler 1994).

d) Globalization and or international pressure: the influence from the international community is one of the reasons for educational decentralization as advanced by researchers. For instance as governments borrow from other developed countries to embrace modernity, as a way of improving competitiveness or is because of international pressure (Daun, 2007).

e) Redistribution of political power (democratization): the argument presented here by Winkler (1994) is that redistribution of political power is seldom stated objective of

decentralization, but democratization and inclusion of marginalized groups in the society is a frequent stated goal. Decentralization on the other hand is less concern with transfer of power from one level of government to another than with the transfer of power from one group to another. In line with the EFA goal for quality education I argue that the ultimate goal of educational decentralization should be that of bringing decision making processes closer to the parents, teachers and the community but not a run away by the central government in the responsibility of educating its citizens by transferring the burden of education on the local community in what they call “finance driven decentralization” which may result into inequality of education system since most communities in developing countries get lower quality of education. Although it is very difficult to provide equal opportunities for all; decentralization of education system should focus on equity and improving quality of education as it engages the community in the governance of the schools. However, for the communities to be able to participate effectively and if devolution process is to succeed, it is argued that schools with committed school Head teacher [school leadership] and high government support is a prerequisite for quality education (EFA Global Monitoring Report, 2009). But not transferring the burden of education to the local community like the case in the Southern Sudan and making the poor unable to access quality education.

### **2.3 Community Participation**

It is of significance to define the concepts community and participation before engaging on the discussions of the concept community and community participation in school governance. According to Rose (2003)

a community implies a network of shared interests and concerns, with communities ... in relation to geographic areas (e.g. villages), ethnic and racial groups, religious groups, and school communities such as Parent-Teacher Associations. In reality, however, a community is not necessarily a homogenous group of people with a common voice and shared set of views and, by emphasizing common knowledge, it can fail to acknowledge the ways in which local power is reinforced. Quoted in Coleman and Earley (2005, p. 92)

In line with the above definition the community is further defined as

a group of people who choose willingly or by nature to live together in solidarity to share common interests, values, norms, beliefs as well as resources and services. Community includes all people in the school's catchments area e.g. parents, school committees, civil servants, children, teachers, service providers, community elders. (Trainers Guide for Parent Teachers Associations & School Management Committee MoEST GoSS, 2008, p. 17)



Community as per the above definitions according to my understanding implies that a community is a group of people who by nature or choice found themselves living together with a network of shared interests and tradition. It may not be necessarily homogenous and or heterogeneous community as is the case with communities in a conflict and or post conflict related situation for example the case of Southern Sudan where communities have been displaced from one area to the other. Maintaining the same view Sullivan & Laura (<http://www.iiep.unesco.org> retrieved on 24/03/10) similarly pointed out that community can be defined by its characteristics that the group share for instance “culture, language, tradition, law, class, race/or geography” (p. 27) as people with shared interests and identity. On the other hand however, the author argued that due to conflicts in societies or country, homogenous communities have now become heterogeneous.

INEE (2004) defines community participation as follows:

‘Community participation’ refers to both the processes and the activities that allow members of an affected population to be heard, empowering them to be part of decision-making processes and enabling them to take direct action on education issues. Active involvement of the community facilitates the identification of community-specific education issues and strategies that are effective in addressing them. Additionally, community participation serves as a strategy to identify and mobilise local resources within a community, as well as build consensus and support for education programmes. Community participation must include real and sustained empowerment and capacity building, and must build upon efforts already under way on the ground. (p. 80)

Community participation therefore, is a process in which the community is actively involved in decision-making processes in the governance and management of the school, and for the members to be able to improve educational quality and to holds the education providers accountable and in order to enhance sense of ownership and sustainability of the school as per the above definitions the members have to be empowered to take direct action on educational issues as pertains school governance and management

### **2.3.1 What is meant by community participation in school governance?**

Community participation in school governance is based on the notion of educational decentralization where educational authority and responsibility, through the devolution of authority to schools and to the local communities. In most developing countries is limited to oversight of school budgets, planning, teacher attendance and performance, students attendance and homework, provision of human, financial and material resources for example finances, labour and local materials for construction and advocacy in improving educational

access, retention and completion (Johnson, 1995; Kendall, 2007; Gamage & Sooksomchitra, 2004; EFA Global Monitoring Report, 2009). This means certain key policies are central for example the national curriculum and examinations. The assumption for educational decentralization is that community participation in school governance at the school level for instance through formal structures such as School Management Committees (SMC), village education committees, Parent Teachers Association (PTA) will enhance the provision of educational services and will improve school governance and educational quality. Most studies have argued that community participation in education is important and it is an element of political and democratic right. And that for the community to participate efficiently and effectively the community needs to be empowered with skills on the governance and management of the schools so as to meet the intent of educational decentralization rather than being recipients (Kendall, 2007; EFA Global Monitoring Report, 2009).

### **2.3.2 Why community participation in education governance?**

Community participation is claimed by research to improve educational quality, school effectiveness, equity, efficiency, and accountability are the reasons behind the devolution of education governance. I will however, not discuss all these aspects in this thesis but I will focus on the aspects of quality and accountability.

a) Quality: Quality assurance is an overarching desire that most countries in the world would like their education systems to produce. Beare & Boyd (1993) maintain that the quality of education in schools is a priority of most nations, the assumption is that quality education can improve the economy of the country both at the national level and it also improves the life of her citizens and at the international level for competitive markets, and this calls for a highly responsive system of education which equips citizens with suitable knowledge, skills and attitude to be able to meet the competitive markets and improves effectiveness. Similar view is expressed by Kendall, (2007) that parental and community participation in primary education governance improves the quality of education. In a way community participation in the governance of the education system is seen by the government as an effective tool in improving educational quality and its effectiveness.

b) Accountability: It is assumed that community participation in governance and management of education (schools) and this will increase the sense of school ownership by the community and the community will be able to hold the education providers accountable in matters related

to quality control and the management of educational resources (Beare & Boyd, 1993; EFA Global Monitoring Report, 2009; Coleman & Earley, 2005). Community participation in education governance is claimed to improve school ownership and accountability and skills development of the stakeholders (<http://www.iiep.unesco.org> retrieved on 24/03/10). While Shatkin (2007) on the same note maintain that community participation in education governance may lead to the development of leaderships, and collective decision making processes and it may also improve relationship between parents, Head teachers, teachers and the community and this may lead to improvement in school performance and school community relationship.

To conclude, the interest by the government for educational decentralization is influenced by the idea that collective school governance where the community participates in education governance is mainly focused for the improvement of quality, sense of school ownership and accountability. In addition community participation in education governance is also an aspect of democratic practices where there is freedom of choice and participation in decision making processes as a means to improve and increase quality, sense of school ownership and accountability by education providers.

### **2.3.3 Elements of community participation in school governance**

Community participation covers three different elements of participation in school governance. It ranges from an element of communication, education, and exercising of influence in school governance (Earley & Coleman, 2005). Community participation can be between an individual parent and or family or it can be a collective representation where the former where represented for example in this thesis it refers to the School Management Committee (SMC) and the Parent Teachers Association (PTA); and secondly it can be between a particular child of a particular parent, where the parent gives support to the child on matters related to policy, the curriculum, and teaching; and in different activities that the community and the educational institution values in the development of the child (ibid).

Research studies have maintain that the more organized way in which the community can participation effectively in school governance is through school-based management (SBM) which at the school level is through the school councils and or School Management Committees (SMC) and parent Teachers Association (PTA) in the education of their children (Kendall, 2007; Shatkin, 2007; Gamage & Sooksomchitra, 2004). While Fullan (2007, p. 195) citing Epstein, 1995; Epstein, (2002) identified six ways in which community is

involved in improving the quality of learning, of interest to this thesis is the involvement in decision making processes and this is line with similar view presented by Heneveld and Criag (1996) cited in Kendall, (2007, p. 704) study on school effectiveness identified community participation in school governance to increase educational quality.

To conclude, Coleman and Earley (2005) suggestion of these elements of participation where parents and families as individual and collectively through their representatives in the school governance structure can directly communicate with the school as an individual and as a community through their representatives, the SMC and the PTA, and secondly the parents and the community participates through their influence in school governance, and in educating their children at home or in the school and or fundraising activities for the school. The involvement of the parents, families and the community is part of a democratic exercise that values the devolution of school governance by the government of Southern Sudan as it transfers powers of decision making to the community level where the parents have a say and a choice in influencing decision making processes on matters related to policy and the curriculum. It is therefore at the school level where the community will influence the governance and management of the school and can mobilize resources for the development of the school as parents, teachers and students collaborate in the management and governance of the school in what Coleman (1998) calls the “power of the three” cited in Fullan (2007, p. 191).

### **2.3.4 Level of participation in school governance**

Sherry R. Arnstein (1969), Gleeson & Husband (2001), Sheaffer, (1994), cited in Liya (2006, p. 42) presented (a) non participation, (b) tokenism, and (c) citizen power as levels of community participation as described below:

a) Non participation: in non participation there is no genuine participation, and this level has what Sherry R. Arnstein refers to as a level in which there is manipulation of the community. The community here is not fully in control of power and decision making, and this for instance in the case of the school the community has no say and influence in decision making. Sheaffer (1994) cited in Liya (2006, p. 42) refers to this level as a passive participation where communities participates mainly on the level of enrolment, makes contributions to the school in kind and cash for example in form of school fees, and collection of local materials like sand, stones and timbers, and the community has no say in any decision taken by the school as pertains to school governance and policy making.

Therefore, in non participation communities are manipulate and accepts what is being said and the community has no genuine participation in this level.

b) Tokenism: this is where the community partly has a say and or can express their views in the matters related to policy and school governance, but of course their say does not matter much, the management can just listen and make their own decision, but the only benefit here is that the community is consulted, are informed and feel they are partially involved, in planning, budgeting and policy formulation although their views does not matter much (ibid)

c) Citizen power: this is a level where genuine participation takes place, the community is fully involved in the governance of the school, in terms of identification of problems, planning, resource mobilization, setting of school goals and objectives, policy formulation, monitoring and evaluation, high level of delegation of power and the community is fully involved in decision making processes in the governance of the school and have a shared responsibility in the educational governance and management (ibid)

I therefore, argue here that in these three levels of community participation in school governance mentioned above, it is only on the third level that there is genuine and true level of community participation in the governance of schools, and in the Southern Sudan with the level of the community education, I tend to suggest here that we are between non participation and tokenism levels of community participation where in most cases some of the communities are passive participants in matters related to the governance, policy and development of the schools, and besides decisions are still centred in the government on matters to do with the policies, examinations and curriculum in Southern Sudan.

## **2.4 Organizational Structure**

Structure according to O'Neill's (1994) cited in Bush and Middlewood (2005) refers to a formal pattern of relationship between people in organizations, with the intent of achieving the organizational objectives. (p. 61) Bush and Middlewood argued that this definition of structure shows the "relationship with the concept role and that structure embodies ... a formal description of roles, authority, relationships and positions within the organization" (ibid, p. 61) and this definition is supported by Everard and Morris (1996) cited in Bush and Middlewood (2005) who argued that:

the link between structure and roles, and that an organizational structure embraces the organization chart, the committees, the departments, the roles, [and] the hierarchical levels and authority.' Structure is often represented by diagrams or charts which show

the authorised pattern of relationships between members of the organization. However, there is a tension between the focus on structure and individual characteristics which people bring to their work places. (p. 61)

My understanding here is that this view implies that in an organization the structure gives or directs the focus of the organization towards the achievement of its objectives and that is why the structure spells out the roles of each individual in the organization and the relationships between an individual in the organization is on the hierarchy and roles. The structure controls the activities of the organization and as Beare and Boyd (1993) pointed out that the organization structure is a man made and the structure limits the choices and behaviours of the individual in the organization. It is task oriented and in it there is division of labour, and structures are established to enhance organizational efficiency. Mullins (1989) cited in Bush and Middlewood (2005) identified six objectives of a structure, and are as follows:

- The economic and efficient performance of the organization.
- Monitoring the activities of the organization.
- Accountability for areas of work undertaken by groups and individuals.
- Co-ordination of different parts of the organization.
- Flexibility in responding to future demands and developments, and in adapting to changing environmental influences.
- The social satisfaction of people working in the organization. (p. 61-2)

The argument presented here is that organizational structures are established to increase and improve organizational efficiency, monitoring, accountability, co-ordination, developmental demands and the interpersonal relationship of the people in the organization (Bush & Middlewood, 2005). In my perception I tend to suggest that efficient, coordination, and accountability are the most important objectives for the establishment of organization structure. According Fidler (1997) cited in Bush and Middlewood (2005, p. 62), the author argued that co-ordination and control are the overarching purposes of establishing structures. On the other hand Bush and Middlewood hold the view that school governance structures is one way in which new Principals can exert their influence over the school and or college. However, the authors argue that creativity is more likely to be encouraged in a loose structure that is design to encourage co-ordination instead of control (Bush & Middlewood, 2005).

#### **2.4.1 Typology of organizational structures**

Formalization (formal structure), complexity and centralization and decentralization are the three types of organizational structures of an organization as described below:

*a) Formalization:* Beare and Boyd (1993) suggests that formalization refers to

the degree to which organizational tasks are rule-governed. A highly formalized organization would be one in which much of what people do is stipulated by rules which are often, though not necessarily, written. (p. 179)

This view here implies that in a formalized organization there are set up rules that govern the institution; the SMC and the PTA members, the teachers and the pupils are guided by the rules. For example Beare and Boyd gave an example of a teacher in a classroom who directs the students on what to do and when they should do and how it should be done. So there are set up rules for the activities of the pupils in the classroom (ibid). On the other hand the authors commented that in the formalized organization since there are set up rules, there are less orders being given to the staff, because much is done by the rules in directing the behaviours of the staffs in the organization (ibid). Bush and Middlewood (2005) also confirmed that most of the schools especially secondary schools and colleges have bureaucratic structures, where a high degree of authority is vested in the Head teacher and transmitted through the heads of departments (HoDs) and there are explicit rules to follow that governs the institution and in most cases power and authority resides over the Head teacher who is the legal authority of the institution and or the school (ibid). However, Lumdy (2001) cited in Bush and Middlewood (2005, p. 61) on the other hand argued that the concept organization is problematic and complex for the concept is a theoretical concept that exists only in reality as a set of buildings and people, the author however, argued that the organizations should establish structures that are recognisable and can enhance the implementation of organizational activities.

*b) Complexity:* Organizations according to Beare and Boyd (1993) entails hierarchy, division of labour as work is assigned to individuals in the organization and to a degree of spatial dispersion. In the organization work can be according to the area of speciality and can be subdivided further to enable those who have no area of speciality and hierarchies to be made small and be spread within relatively a small space (ibid). This view means that as much as organizations are hierarchical, they are centralized and decentralized, this is because in the organization there is hierarchy, and division of labour for example in the school according to area of specialization as teachers in the case of a secondary school or college are grouped into departments according to their skills and experience.

*c) Centralization and decentralization:* Beare and Boyd (ibid) claimed that human behaviours in any organization can be control through the use of power. To the authors power in an

organization constitutes a third and potent structure of the organization. As the authors suggest that:

The use of power, a command-obedience structure, to organize work is pervasive in modern society; it is the essence of bureaucracy, which is one reason why Max Weber referred to bureaucracies as a 'systems of imperative coordination'. One or a few members of the organization coordinate or give orders to all the rest who, ideally, comply with the orders given them. In this manner, power is used to limit individual behaviour to only those tasks that bear on the ultimate outcome and, accordingly, it constitutes a structure in its own right. (p. 180)

In other words power in a way it is used for controlling the activities and behaviours of the persons in the organization. This means that in centralized organization control and coordinate are the key aspect of the organization in order to achieve its success whereas in decentralization organization power is distributed, and it advocates for democratic structures that are decentralized and power is shared by majority of the staff in the organization and they have a choice as Beare and Boyd (1993) argued that the organization constitutes democratic structures where members of an organization have the freedom to choice and there are no orders. However, Beare and Boyd (ibid) on the other hand argue that centralized and decentralized organizations both serve the purpose of power and the authors question what distribution of power to what extent and on what? To them power in an organization is centralized and decentralized, this is in line with the argument that in bureaucratic organization there is distribution of power, the argument is based on the claim that in bureaucratic structure which is centralized there is distribution of power, and this in a school is through the heads of department (HoDs) and that is why the argument that school organization is both centralized and decentralized (Hatch & Cunliffe, 2006).

## **2.5 Organizational Theories**

Owen (1998) defines theory as a "systematically organized knowledge thought to explain observed phenomena" (p. 29). In order to analysis the findings of this study, critical theory, stakeholder theory, bureaucratic theory and some aspects of role theory will be the guiding theories that I will use in underpinning the findings of this study.

### **2.5.1 Critical Organization Theory**

Critical organization theory is concern about the distribution of power in an organization, emancipation of workers and establishment of more democratic structures, democratic governance and or forms of corporate governance (Hatch & Cunliffe, 2006). According to Hatch and Cunliffe (2006) Critical theorist are interested in understanding how networks of



power relation are intertwined with knowledge and ideology. Critical theorist desire is to establish humanistic, ethical, and inclusive organizational decision making processes as an alternative to the modernist theory of bureaucratic management. The Critical theorist point of view is that power in an organization should not be concentrated in the hands of an individual with a vested authority confer on him or her, power should not be institutionalized within an organizational hierarchy that allows Head teachers to have absolute power of control over the teachers (Hatch & Cunliffe, 2006) but rather power should be distributed and decision making process should represent stakeholder interests.

I consider this view presented by the critical theorists as applicable and relevant in the analysis of my findings as the argument is focused on school organizational structures to embrace the principles of democratic and collaborative governance and management. In other words the view presented by Critical theorists in my perception is that governance structures that are democratic that allows the representation of the stakeholders will enhance community participation in the governance and management of the school and it creates school ownership and supportive school social network that leads to trust and this trust improves school governance and enhance efficiency and quality.

According to Caldwell and Spinks (1988) collaborative school governance and management where the principal, the staff and the community collaborate in the governance and management of the school improves school governance and management and it contributes to its efficiency and effectiveness. This view implies that community participation in school governance and management through the School Management Committee (SMC) and the Parent Teachers Association (PTA) in democratic governance structures improves school governance and management, and it enhances stakeholders' participation in school governance and management.

### **2.5.2 Stakeholder Theory**

According to Hatch and Cunliffe (2006) stakeholder refers to any actor who is vital for the survival and success of the organization, and a wider definition includes those whose acts affect the organization and or are affected by the organization. The Stakeholder theorists argue that organizations that attend to the demand of its stakeholders and that incorporate the stakeholders in the governance and management of the organization will outperform the organizations that ignore their stakeholders. Stakeholder theory is relevant for my study and this is because the school as an organization comprise of the parents, the community, the

teachers, the pupils and the surrounding community who are the stakeholders of the school, and the argument Stakeholder theorists is that the involvement of stakeholders in the governance and management of the school improves school output and enhance school governance. This gave me the impetus to consider the stakeholder theory for the analysis of my findings as the stakeholders' involvement in the governance and management of the school focuses on increasing sense of school ownership and improvement of school governance and management. This is in line with a view presented by Beare, (1989) who pointed that school leadership should promote high level of collaborative school governance and management which includes teachers, parents and if possible the pupils. To conclude stakeholder theory advocates the involvement of stakeholders in the governance and management of the school as opposed to bureaucratic governance.

### **2.5.3 Bureaucratic Theory**

An organization is either referred to as bureaucratic and or non bureaucratic. (Owen, 1998) To understand structures and organizational theory, it can be best understood and analysis on the views of bureaucratic and non bureaucratic as pointed by Owen (1998) that organizations are viewed as bureaucratic and coordination and control is vertical (Owen, 1998). And to date most of the organizations according to Hatch and Cunliffe, (2006) are bureaucratic in natures. Organizations and its structures can be explained best through bureaucratic theory as most of the organizational theorist (Owen, 1998; Hatch & Cunliffe, 2006; Bush, 1995; Bush, 2003; Coleman & Earley, 2005) have pointed the followings as some of the characteristics of bureaucratic theory as follows:

**Table 2.1 Characteristics of Bureaucratic theory (Model)**

- 
- a hierarchical authority structure with formal chain of command;
  - goals of the organization are important, the assumption is a rational technical process;
  - a division of labour with staff specialising, e.g. in departments in a secondary school;
  - decisions are governed by rules and regulations;
  - neutral and impersonal relations between staff are a feature;
  - recruitment and progress are determined on merits;
- 

Source: adopted from Coleman and Earley (2005, p. 56)

This view implies that improvement of school governance according to the bureaucratic theory is based on the above characteristics where coordination and control are on the basis of hierarchical structures with clear authority, employment of teachers based on qualification and promotion on merits and seniority, there is division of responsibilities and decisions are governed by rules and regulations, vertical (top-down) communication and the focus is on achievement of the organizational goal and objectives in this bureaucratic theory. And according to Bush and Middlewood (2005), and Hatch and Cunliffe (2006) a high degree of authority is vested on the principal in the case of school as an organization and power spread to the heads of department (HoDs) ... and decisions can be reached at any level of governance in the organizational structure to improve organizational governance and its efficiency (Hatch & Cunliffe, 2006). This is in line with Owen (1998) who pointed that there is a “very strong conviction of many educational leaders that bureaucratic theory is highly useful in thinking about schools and how to improve them” (p. 31). This argument implies that in the vertical governance where decisions are made by the authority in the organizational structure who has the confer authority and coordination and control is top-down improves school governance and contributes to effective schools according to the bureaucratic theory.

I find bureaucratic theory relevant in analysing the findings of this study and this theory is applicable because the objective of this study is to explore the school administrative structure and leadership styles that enhance community participation in school governance.

#### **2.5.4 Role Theory**

Owen (1998) defines the concept role as a psychological concept that deals with behaviours in enactment that arising from interaction with other human beings. Role or position often carry with them expectations, and the roles the person plays are linked to expectations that they and others have of the position they hold and of themselves as individuals (ibid). This implies that in the school as an organization the Head teacher occupies a position, and will also be expected to play some roles for example as an educator, democratic leader and a counsellor. Owen argues that organizations have definite roles and performances each role will receive, and that role performances are also shaped with expectations for example of the Head teacher in the school organization and teaching staff and or the community. For instance Owen added that teachers for example know what the students and parents expect of them (ibid).

*Role conflict:* there are many sources of role conflict this may be because of different desires of expectations and this often leads to strain and stress. Role conflict occur when an

individual and or a group of experiences competing or conflict desires or expectations about the roles they or others play and are either contradicted or not shared with others. This contradiction of expectations is often the source of tension within and between individuals and the organizations and is often the cause of individual underperformance (Owen, 1998; Bush & Middlewood, 2005). I find role conflict as one aspects of role theory important in the analysis of my findings in relation to the objective of this study that aims at exploring the administrative structures and leadership styles that promote community participation in school governance.

## **2.6 Summary**

The concepts governance, educational decentralization, and community participation are the main concepts used in this chapter with focuses on the aspect of democratic school governance. Models of educational governance and accountability were highlighted in the discussion and that of the school governing bodies as a representation of democratic practices that involves the community. Educational decentralization and reasons for decentralization are also discussed and I have argued that educational decentralization should not be financial driven, otherwise it overburdens the community. It assumed that educational decentralization is at its highest at the devolution but not in deconcentration and or delegation. On the other hand it is argued that most governments use both types and forms of decentralization. Community participation, elements and level were also discussed and matters related to why community involvement in the school governance.

The chapter also discussed theoretical perspectives, it highlighted issues on critical theory, stakeholder theory, bureaucratic theory, role theory and it also discussed aspect of tradition and modernity with focus on traditional authority and modern authority in school governance. The next chapter presents the methodology.

## **Chapter Three: Methodology**

### **3.0 Introduction**

This chapter describes in details the processes involved in data collection in this study, how it was organized and carried out. It explicitly presents the step taken for the study right from the inception of the idea that led to the development of the theme and topic of this study to the last steps of discuss and analysis. The chapter presents and discusses qualitative research, its rationale, methods and the process of data collection, it also discusses issues pertains to access, sampling procedures and in addition it presents concerns on ethical consideration and issues to do with reliability and validity of the study. In addition the chapter attempts to discuss data analysis. Qualitative research methods of data collection were employed to answer the objective and research questions of this study as presented in chapter one.

### **3.1 The Choice of Qualitative Research Approach**

Making a decision between quantitative and qualitative research before conducting my field work was an overarching decision to make; on the choice of research method I intended to use in the field during the process of data collection. However, before making decision on the choice, it became very necessary for me to understand the debates between quantitative and qualitative research.

Most researchers like Bryman, (2008), Silverman (2001), Franekel and Wallen (2008), Bogden and Bilken, (1992), Denzin and Lincoln (2008), and Kvale and Brinkmann, (2009) have maintained that quantitative research as a research strategy affirms to quantification of numbers and or generalization of statistical data, it takes the world as an objective reality, it is based on the positivist and deductive schools of thought, it is value free and structured. Whereas qualitative research is a research strategy that affirms to a tradition of words rather than numbers and that the world is subjective reality; and in order to understand the world you have to explore peoples' life, experiences and everyday behaviour. It is value laden and it is flexible and it allows the researcher to be innovative as the researcher tries to understand the world of the subjects in study. Berger and Luckmann, (1966) argue that:

The theoretical formulations of reality, whether they be scientific or philosophical or even mythological, do not exhaust what is "real" for members of society. Since this is so, the sociology of knowledge must first of all concern itself with what people "know" as "reality" in their everyday, non- or pre-theoretical lives. In other words, commonsense "knowledge" rather than "ideas" must be the central focus for the sociology of knowledge. It is precisely this "knowledge" that constitutes the fabric of meanings without which no society could exist. (p. 15)

This view in other words means that reality is subjective and it is constructed through the daily life and experiences of the people.

Bryman, (2008) and Bryman, (2001) observes that qualitative research is a research strategy that emphasis words rather than quantification as it explores the phenomena of the study, and that as a research strategy it is inductivist, constuctionist, and interpretivist; unlike quantitative research which is deductive and emphasis quantification and or statistical data collection approach. To Franekel and Wallen, (2008) qualitative research is a research strategy that investigates the quality of relationships, activities, situations, or materials with greater emphasis on obtaining holistic and quality information that describes details of what goes on in a particular activity or situation in the world of the object in study and in the view point of the informant. Whereas there are many definitions of qualitative research (Cohen et al., 2007; Denzin & Lincoln, 2008; Grbich, 1999; Bogden & Biklen, 1992); this study will take the definition that qualitative research is a research strategy that emphasis words rather than statistical figures in obtaining holistic and quality information from the informants point of view (Franekel & Wallen, 2008) as knowledge is a product of social interactions.

Research according to Franekel and Wallen, (2008) is a “careful, systematic, patient study and investigation in some field of knowledge” (p. 7) this means research is a planned study and it is evident based; and research methods such as interviews, participants observation and document analysis are the tools used for data collection (see Bogden & Biklen, 1992; Maykut & Morehouse, 1995; Bryman, 2008; Kvale & Brinkmann, 2009). Methods are “specific research techniques” and techniques are neither true nor false (Silverman, 2000, p. 79) while Elster, (1980) cited in Kvale & Brinkmann (2009) defines a method as “a set of rules, which can be used in a mechanical way to realize a given aim. The mechanical element is important: a method shall not presuppose judgement, artistic or other creative abilities” (p. 82). Kvale and Brinkmann, (2009) argue that qualitative research goes beyond mechanical rules and it rests upon the interviewers’ personality and skills of judgement for the quality of data produce depends on the quality of the interviewers’ skills and knowledge of the subject (p. 82). It is further, argued that

“knowledge in humanities cannot be reduced to a method, for we can only know the social and historical world through understanding and interpretation, which ultimately rest on pre-understandings and pre-judges that cannot be codified into methodological rules” (Gadamer, 1975 cited in Kvale & Brinkmann, 2009, p. 83)

The argument here is that, in qualitative research, there are no specific rules or what is called mechanical rules like for the survey research where you have a set up theory to test and to prove whether it is right or wrong. In qualitative research the researcher is placed among the people and the researcher has no specific theory to be answered but rather to generate theory. For in qualitative research there is no wrong and right as Silverman (2000) states “techniques are not true or false” (p. 79) it is on this argument that this study is based on qualitative research methods.

In other words the fact that my research inquiry focuses on exploring peoples’ life, and everyday behaviour, and secondly since my research inquiry is not focusing on social survey which concerns statistics, thus the reasons for my choice of the qualitative research method/approach on the bases that qualitative research is value laden and it seeks answers to questions that stress how social experience is created and given meaning. it is flexible and it allows the researcher to be innovative, it is inductive as theory is generated from the findings and it places the researcher into the social setting to experience the daily life of the world of the subjects in study, and the researcher observes what is happening and explores the meaning of the lived world, and it enables the researcher to interpret the informants view point from the subjective point of view. Having made a decision on my choice of qualitative research for my study the next thing I did in the field was to gain access to the research sites in order to be able to explore the informants experience in their daily social setting.

### **3.2 Access to the field**

Gaining access to the field and to informants is complex and a challenge that has been experienced by most researchers; and I am not an exceptional in obtaining the data looms large to the qualitative researcher, with its challenges of obtaining permission (Hammersley & Atkinson, 2007). Knowing that gaining access to field and informants is a challenge to most researchers, and in order to gain access to the field and informants, the first thing I did considering the fact that most qualitative researchers are perceived as spies (Bryman, 2008; Silverman, 2001; Hammersley & Atkinson, 2007) and taking into consideration the situation in Southern Sudan to avoid being associated to spying the autonomous Southern Sudan. I had to make some telephone calls to secure an appointment with the County Education Director prior gaining access to the schools and informants of this study despite the fact I hail from the area. Having secured an appointment with the County Education Director I got the opportunity to meet him face to face and I was able to share with him the importance of my research and how it will benefit the schools and the Ministry of Education Science and

Technology (MoEST). Having cross examined me and the importance of the research the County Education Director then gave me a written letter copied to the Head teachers, Public Security and to the office of the Commissioner in addition to my introductory letter from the University permitting me to gain access to my research sites to conduct my research.

It is important to report that my personal relationship (public relation) with my colleagues in the Ministry of Education and with those whom I worked with in the Ministry of Education had been of help in enabling me gain access to the field. I enjoyed the privilege of my social interactions or inter-personal relationship in a sense that I was once one of them in the field of education and I have worked with most of them and others who have been under my direct supervision while working for the Ministry of Education Science and Technology as the County Education Director and this gave me that atmosphere of being able to gain access to the schools and the informants with limited challenges and this has been because of my mutual relationship with the Head teachers and teachers of the schools I researched. This is in line with Bryman, (2008), Hammersley and Atkinson, (2007), and Walford (2001) who argue that a researcher can gain access to the field and to the informants through colleagues or top managers in an organization. I have to report here that although I enjoyed the privilege of being a native and who hail from the area I was also looked at as an outsider by some of my informants despite my social interactions (public relation). And I have found that gaining access was a continuous process for having the letter alone from the County Education Director was not an automatic permission to go into the schools and begin interviewing any of the teachers in those two schools studied. I had to make telephone calls with the two Head teachers of the two schools and I had different schedules for an appointment with each, presented them my permission letter and the letter from Oslo University College and in both schools the Head teachers told me they will get back to me after discussing and informing the teaching staff about my intent and for the teachers to feel free to participate or not because I also made it clear to the Head teachers that each individual is free to participate and or not to participate. I have experienced that negotiation for gaining access was a continuous process for me despite the fact that I come from the area for instance I had to show my permission letters and explain prior the interview to the informants that this study is important to me as a researcher and to the Ministry of Education and their participation was important for us to construct new knowledge and to learn from one another. On the other hand I had experienced some challenges on failure of appointments for instance you can book for an appointment and on your arrival to meet the informant you get a surprise that the informant is not available



either this is because the appointment is disrupted by rains and or the informant is engaged with family affairs and you have therefore to rebook for another appointment, secondly for a political reasons and as I earlier mentioned another challenge is that as a researcher I was also perceived as a spy by the Head teachers and the teachers to be either spying on how they govern and manage the schools, and thirdly the lack of feedback in terms of what is researched by the researcher makes some people not willing to participate in the study. In addition to these was the fact that it was a mid school year and this is a period for co-curricular activities and most teachers were engaged in these co-curricular activities. However, patience was a key at this particular time that enabled me achieve my target, in addition to my experiences in dealing with people and my mutual relationship with colleagues helped me in the selection of the sample of my study and in accomplishing my field work that begun from the 1<sup>st</sup> week of July-4<sup>th</sup> week of September, 2009.

### **3.3 Sampling procedure**

A sample is a group of a population on which a researcher obtains information (Franekel & Wallen, 2008), and according to Bryman (2008) sample is a group of a population that is selected for research. Sampling therefore is a process of selecting a segment for example of people, and organizations from a population which is the group of interest to the researcher, to whom researcher may like to, generalize the results of the study (Franekel & Wallen, 2008). Since this is a qualitative study a purposeful sampling was undertaken in order to allow the researcher gain knowledge about the informants chosen for the study; the persons, context and to build confidence on their representativeness of the subjects. The informants for this study were chosen from the same community and or locality in Central Equatoria State Southern Sudan and are believed to have information rich knowledge on the subject under study. And the site of the study is chosen based on the fact that Central Equatoria State is historically known for its long history about education and for the fact that most of the schools are initiated and supported by communities. Thus the schools in this study and the informants were purposefully selected as I was interested in studying how community participation and democratic leadership enhance school governance and management in these primary schools. This is in line with the argument presented by Patton (1990) that:

The logic and power of purposeful sampling lies in selecting information-rich cases for study in depth. Information-rich cases are those from which one can learn a great deal about issues of central importance to the purpose of research...The purpose of purposeful sampling is to select information-rich cases whose study will illuminate the questions under study. (p. 169)

Table 3.1 shows the number of informants of this study. I applied a purposeful sampling for this study and my choice for purposive sampling strategy was in line with Maykut and Morehouse, (1995) who argued that the goal of purposive sampling is to “select persons or settings that we think represent the range of the experience on the phenomenon in which we are interested” (p. 57) this implies that that the persons or individuals you choose should have knowledge in terms of the contexts and the social settings in this study. For qualitative researchers are interested in the meaning and experience of the persons in the social setting (ibid). Furthermore, Patton (2002) states that informants are persons who are experienced and knowledgeable in the social settings. Therefore the selection of these informants, the MoEST officials (Director General for Primary Education MoEST, the Director General for Primary Education SMOE, the County Education Director), the Head teachers, the teachers, and the PTA and SMC who represents the parents and the local community is in line with Patton (1990) suggestion above. This selection of the informants is purposeful in the sense that the informants were selected from different levels in order to answer the questions raised in this study see table 3.1 below. I also want to inform the readers that the selection of female informants was not on gender perspectives and neither was it with an intention of comparing but rather on the intent that their experience and knowledge is relevant for the study.

**TABLE 3.1 Number of informants selected and interviewed for each category.**

<b>S/No.</b>	<b>Informant</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
1	Ministry of Education Officials	3	0	03
2	Head teachers	2	0	02
3	Deputy Head teachers	2	1	03
4	Teachers	5	4	09
5	SMC	2	0	02
6	PTA	4	0	04
	<b>Total</b>	<b>18</b>	<b>5</b>	<b>23</b>

*Source:* Field visit report, 2009

### **3.3.1 Selection of schools**

Before I embark on the selection of the informants it is important to note here that the two schools codenamed A and B for this study were purposefully selected. I selected these schools on the basis that these two schools have the PTAs and SMCs who are the representative of the parents and community in their governance and administrative structures. And the SMC and PTA are functional in these two schools. Secondly I choice the school based on the fact that the schools have existed for more than five years and are supported by the parents and the communities; and thirdly it was on the assumption that the schools have experienced SMCs and PTAs on school governance and leadership. In addition I want to clarify for the reader here that in these two schools A and B studied, school A has two Deputy Head teachers with a population of 1,148 pupils while school B has one Deputy Head teacher with a population of 646 pupils and the three were all interviewed.

### **3.3.2 Selection of the informants**

This study has a total of 23 informants and the following criteria were employed in the selection of the informants who participated in the study.

*a) Ministry of Education Science and Technology (MoEST) officials:* The informants in this category comprise of the Director General for Primary Education GoSS, the Director General for Primary Education State Ministry of Education (SMoE) and the County Education Director. The criteria for the selection of these officials was based on the importance that (a) they are key and are senior Ministry's officials (b) who are experienced in the field of leadership and school management and or governance. In addition it was also on the fact that my study area, focus and interest is to explore school governance. This directed me in the selection of these senior officials at the policy level to explore their experiences on leadership and management and or governance of a school. Initially the plan was to interview two male and one female at the Ministry level; but it was not possible to get a female at the leadership position. Therefore I interviewed three males in this category the three Directors at their respective levels.

*b) Head teachers and Deputy Head teachers:* There was no criterion applied in the selection of the Head teachers and the Deputy Head teachers. For it is automatic having identified the two schools it became automatic for the Head teachers and the Deputy Head teachers since a school has only one Head teacher and one or two Deputy Head teachers. The selection was in relation to schools A and B that were purposefully selected for this study. The initial plan was

to investigate four schools with three male Head teachers and one female. However, the plan changed because the intention of the study was not for comparison of how the schools are governed but rather to explore their experience in school governance, secondly it was not possible to get a female Head teacher in the two schools I purposefully selected for my study. Therefore this study has interviewed two Head teachers, and three Deputy Head teachers, two males and one female; and as I stated earlier the intention of interviewing females in this study is not on gender perspectives and or neither to compare, but as a courtesy to represent the female teachers in this study.

*c) Teachers:* The criterion for the selection of this category of informants was also based on the fact that they are (a) certified teachers, (b) are experienced teachers with more than five years and are teaching in the school (c) are teachers who hold some leadership and management positions in the school and have experience in leadership and management. For instance it is important to get people with experience knowledge and who know the social contexts of the phenomenon in study as argued by Patton (2002) and this directed me in the selection of the informants for this study. Initial plan was to have equal number of male teachers and female teachers; however, I had challenge on getting the equal number of both male and female teachers based on the criteria, and I ended up interviewing five male teachers and four female teachers in this study.

*d) The PTA and SMC:* PTA and SMC are important members in the school organizational (administrative) structure; they represent the community and the government in the school; in school governance or management and development as it is claimed that the PTA and SMC do participate in school management. It was on the bases of (a) their participation in school governance or management and development that it was of significance to interview them; (b) it was also on their experience in governance and management of the school, (c) it was based on age and leadership position the members hold in the PTA and SMC Executive committee. I interviewed the Chairperson of the PTA and a Parent plus the SMC Chairperson in each school. This means that in each school I have interviewed three persons who represent the community and the parents. A total of six members were interviewed and all were males though the initial plan was to interview three males and three females. The Executive committee of the PTA comprise of about 13 members; and it is made up of the Parents and the Teachers that is why it is known as Parent Teachers Associations; and the Executive committee of the SMC has nine Executive members and each of these two bodies have a representation of at least three females in these committees.

To conclude 23 informants were interviewed from various levels that represent the sample and the range of this study. The range is from the national level to the local community. The data discussed in this thesis therefore, is a representation of 23 informants as described above.

### **3.4 Data collection methods**

In the field I conduct interviews, observation and collected relevant documents in relation to my study as no single method is holistic in data collection. I conducted (a) a face to face interviews with my informants, (b) general observation, and (c) I collected relevant documents in relation to my study. This was aimed at avoiding biasness of a single method as the documents will help me to compare what is said by my informants to what is in theory and what is in practice. As Silverman (2000) argued that it is important to use more than one method in the collection of data for the purpose of triangulation. I applied qualitative interview methods and this is in line with Maykut and Morehouse (1995) argue that “the data of qualitative inquiry is often people’s words and actions” (p. 46) and that in-depth interviews, that is rich in verbal description of the phenomenon in the perspectives of the informants’ natural social setting and collection of relevant documents for the study that can be use later for analysis (ibid). Interviews, observation and collection of relevant documents are the methods I used in the field for the data collection.

#### **3.4.1 Semi-structured individual interviews**

An interview is a structured conversation that has a purpose of obtaining information from the interviewee perspectives in order to interpret the meaning of described phenomena (Kvale & Brinkmann, 2009). It is a discourse. It is a discourse because in this conversation there is asking and answering of questions between the interviewer and the interviewee. It is a purposeful talk which is recorded; and what is recorded is transcribed into text materials for further analysis and interpretation and it is a representation of a talk (Mishler, 1986 cited in Maykut & Morehouse, 1995, p. 80; Kvale & Brinkmann, 2009).

In the field I conducted face to face individual interviews with my informants: the Ministry of Education Science and Technology officials, the School Management Committees (SMCs) and Parent Teachers Associations (PTAs) Chairpersons, Head teachers and Deputy Head teachers, teachers and a parent from each school A and B which lasted between 35-60 minutes per an informant. The interviews with the MoEST officials I conducted at their respective offices, and the interviews with the SMCs and PTAs Chairpersons, Head teachers and Deputy Head teachers and teachers were conducted in their respective schools A and B

while the interviews with the Parents were in their offices and all these interviews were tape recorded and I took some field notes. My choice for face to face interviews is based on the fact that an interview is a conversation between the interviewer and the interviewee and interviews are overarching when the researcher is interested in gaining the informant perspectives, the verbal expression and the meaning constructed by the informants of the phenomenon under study (Kvale & Brinkmann, 2009). I also used the same interview questions for all the informants I interviewed, and this is in line with Patton (1980), and Bryman (2008) who argue that in interviews the researcher takes the informants through the same questions with the same wording, interviews allows the informant to talk and the researcher will be able to capture their experiences, feelings, opinion and knowledge. Kvale (1996) argue that the “strength of interview conversation to capture the multitude of the subjects’ views of a theme and to picture a manifold and controversial human world” (P. 7). This means that interviews capture the views of the informant through the conversation as the researcher explores the social settings of the informant. It was on these arguments for interviews that gave me a focus on my choice to use interviews as my main research tool in addition to observation and documents in the process of the data collections for this study. However, a challenge I experienced was that despite taking the informants in the interview process using the same questions in this face to face interviews, some of the informants were not able to express themselves explicitly in answering the questions as I kept probing them further in the interviews, and I could see and read this from their faces and their body language. Nevertheless, I was able to change some of the questions and making the language simple for the informants to be able to answer the interviews questions, and this is in line with Bryman (2008) and Kvale and Brinkmann (2009) that in interviews the researcher can be flexible and can change the questions towards the theme of the study.

### **3.4.2 Observation**

I conducted general observation in this study in both school A and B, and the aim of the observation was to explore and probe further the phenomenon of this study, on how the school is governed, the level of community participation and the leadership styles in use that enhance community participation. For example I observed in the two schools how Head teachers coordinate the day to day school activities, how they conduct meetings with the staff and how they handle disciplinary issues in the school especially of teachers who were often absent on duty. I observed some of the school files and teachers’ and pupils attendance books, however, I could not be able to copy them as the Head teacher could not allow me to

move with it outside the school premises and since the school lacks photocopier I could not have the copies. I have also observed the administrative set up and the management structure of the school, and how the Head teachers of the school A and B coordinates activities within this administrative and management structure. I also observed the active participation of the community through the SMC and PTAs in the governance of the school as the Chairpersons of SMCs and PTAs of both schools A and B often were in the school and participating in the governance of the schools and engaging parents to participate in school meetings. For instance, Bryman (2008) states that the researcher immersion in the social setting will enable him or her better equipped to see as others see. For in observation matters that are taken for granted by the interviewees will be revealed for example on the social context of the participants on how they relate and behave. General and direct observation of the school and its activities helped me see and understand better the administrative and management structure of the schools under study. As Patton (2002) reinforced that:

To understand fully the complexities of many situations, direct participation in and observation of phenomenon of interest may be the best research method... Patton added that participant observation is the most comprehensive of all the types of research strategies. (p. 21)

I did direct observation of the activities related to the informants earlier mentioned in the school as an organization. For instance, Patton (2002) argues that in direct observation the researcher will be able to acquire information that participants are not willing to give in interviews, and on the other hand Norman and Denzin (1978) cited in Maykut and Morehouse (1995) argue that “participant observation simultaneously combines documents analysis, interviewing of respondents, direct participation and observation, and introspection” (p. 69). This means that as we observe we learn for in seeing you learn.

### **3.4.3 Documents**

Documentary evidence in qualitative research yields a very rich data that a researcher can mine. In the field I reviewed documents and literatures that are related to my field of study, for example the Ministry of Education Science and Technology policies on school management and governance: the Southern Sudan Education Act (2008) and, the Trainers Guide for Parent Teachers Associations (PTAs) and the School Management Committees (SMCs) Government of Southern Sudan (GoSS) Ministry of Education Science and Technology (MoEST) (2008). It is important to note here that I was not only restricted to these documents alone but I did review some documents in the library too that are relevant

for the study. For example the literature on community participation, decentralization, leadership and management, Journals on educational governance and management, and some thesis related to my study. As Maykut and Morehouse (1995) reinforce that documents provide rich evidence on lives and experiences of people in an organization. For example Patton (2002) presented an example on a mission statement of an organization which was changing every year for a course of 10 years through the reports and minutes of the board and only to be revealed on the evaluation of documents and this proves the value of studying documents. An example of this case in this study is that the PTA and SMC Trainers guide is implicit in the sense that it has not spelt the management and administrative roles of the SMC and the PTA very explicit. Although Bogdan and Biklen (1992) stated that some researchers have negative positions on policy documents, proposals, newsletters and students records as they viewed them to be subjective and not vital. Nevertheless, Bogdan and Biklen argued that:

... qualitative researchers are not interested in “the truth” as it conventional conceived. They do not search for the “true picture” of any school. Their interest in understanding how the school is defined by various propels them toward official literature. In these papers researchers can get access to the “official perspective,” as well as to the ways various school personnel communicate. (p. 136)

The assumption here is that in these documents the researcher will be able to gain access into the official documents and even the protected documents of the school and will be able to understand the experiences of people in the school as an organization. For example as I gained access to the teachers’ attendance book I found that most teachers are absent on their teaching duties, and as I probe more on this, the absenteeism was reported to have been due to lack of prompt payment of salaries.

Therefore, the motivation behind my use of individual face to face interviews, observation and documents evidence as discussed above was with the intention of gathering enough information from different perspectives and from the informants’ point of view on the subject of my study.

### **3.5 Ethical consideration**

Qualitative research interview immerses the social researcher into the social community and the interviewer’s presence affects the interviewee and the knowledge produced (Kvale, 1996). In both qualitative and quantitative research ethical issues are regarded important. And



in this study I considered the ethical principles of the American Psychological Association which states that:

Psychologists respect the dignity and worth of the individual and strive for the preservation and protection of fundamental human rights. They are committed to increasing knowledge of human behaviour and of people's understanding of themselves and others and to utilization of such knowledge for the promotion of human welfare. (American Psychological Association [APS], 1981 cited in Kvale 1996, p. 109)

This implies that seeking the consent of the informant, and his or her voluntary participation in the study is important in protecting the fundamental human rights of the informant.

### **3.5.1 Informed consent**

Informed consent pertains seeking the informant consent (permission and willingness) to participate in a study. Informed consent is a key principle in social research ethics; and it entails that much information should be given to a participant to be able to make a sound decision on whether or not to participate in a study (Bryman, 2008). While in the field before engaging my informants into interviews I always explained to the informants the purpose of the study, its objectives, significance and relevance to the Ministry of Education, the community and to me the researcher. I also made sure that the informants understood my explanations by a follow up questions for their approval. In addition I informed each informant I interviewed that he or she is free to participate and to withdraw at will and at any time in case he or she feels that engaging in the interviews will discomfort or harm him or her. Furthermore, I also requested for a permission from the informant to tape record the interviews and this request for the permission to tape record the interviews was oral consent. The purpose for explaining the importance of the study and seeking the informed consent of the informants to participate voluntarily and to withdraw at a will was meant for the purpose of anonymity and confidentiality. For the purpose of research is to contribute in the construction of new knowledge as Kvale (1996) stressed that social research is to contribute knowledge to improve or make better the human condition and enhance the human dignity.

### **3.5.2 Confidentiality and anonymity**

Confidentiality is to do with the protection and privacy of the participants and in order to maintain confidentiality in this study I informed the participants that their names will not appear in the finally report of this study and private data identifying the informants, for example the recorded tapes, and fieldnotes, will not be made public and if need be may have to be destroyed. Therefore confidentiality entails protecting the identity of the participant and

those who have taken part in providing information during the research process (see Kvale & Brinkmann, 2009; Franekel & Wallen, 2008; Bryman 2008; Cohen, 2007).

Anonymity goes beyond confidentiality; it is concern with the view that information provided by a participant should not in any way reveal the identity of the participant (Cohen, 2007). Having secured a permission to gain access to my research sites from the County Education Director as mentioned earlier in this chapter, the next thing I had to overcome were the challenges of protecting my participants from being identified with the data this is because I hail from the area having worked as the County Education Director and seeing me frequenting some identified schools most people and especially the teachers assumed that I was doing research as part of the requirement for studies and were very much willing and cooperative in sharing with me their experiences in this study. In order to protect my informants from being identified with the data, and apart from the Ministry of Education officials whose titles will be used in this study, this research will use codenames instead of their personal names for the rest of the informants, and I made a promise to the informants that the information given for this research will remain confidential and in anyway no data will identify with any informant, and I informed the informants that their names will not even appear in the study in the final report or any publication. I also made the informants aware of who will have access to this interviews and the right to protect them from any harm. And before leaving any of my informants I always replayed the recorded interviews for a follow up discussions so as to find out from the informant if this was what he or she meant in order to avoid harm on the informant. In addition I also informed them about a feedback as stated by Patton (2002) in what he refers to as member checking as another way of increasing reliability of the study. It is my duty and responsibility as a researcher to maintain the degree of anonymity and confidentiality from the study design up to the final report of the study as per the ethical guidelines and principles as a part of my role as a researcher. I further in this study ensured further anonymity by not referring to the schools investigated by their names instead I will use fictitious names for the research site as A and B and for the research location as Central Equatoria State.

### **3.5.3 My role as a researcher**

The role of a researcher in the field can be described in the myths of an insider or an outsider: an insider is someone who comes from the locality and is familiar with the social setting and an outsider is someone who is unfamiliar and is new to the social setting (Hammersley & Atkinson, 2007). Maintaining this view by Hammersley and Atkinson, I can best describe my

role as a researcher during the process of this study in the field as an outsider researcher, although my professional experience in the field of educational management with the Ministry of Education in Southern Sudan could place me best as an insider. As Hammersley and Atkinson (2007, p. 79) maintain that:

Novices watch what other people are doing, ask others to explain what is happening, try things out for themselves – occasionally making mistakes – and so on. But, in an important sense, the novice is also acting like a social scientist: making observations and inferences, asking informants, constructing hypothesis, and acting on them.

This view implies that as a social scientist who is immersed in the social setting having gained access. The social scientist begins to learn as he or she asks questions, make observations, and constructing new knowledge. As I move around asking questions, conducting interviews, interacting with my informants in the two schools, making observations of the daily events in the school communities placed me in that position of being an outsider in what Hammersley and Atkinson (2007) refer to as novice researcher who is unfamiliar in the social setting. In addition despite my being a native, the level of education I am in, and being a researcher has placed me as an outsider within my people as I explore the field of my study and as an outsider [a novice] researcher this helped me to avoid going native. On the other hand as a native of the area and having worked as the County Education Director I have to acknowledge that this to some extent has helped me in exploring with ease my research sites, and in establishing links and good rapport with the interviewees in the process of the interviews as I had enough time to share with them their experiences and this has been easy because they look into me as one of them, and to some extent my previous position as a Director had an influence the way the informants responded, and some of the informants became more open to share with me their experience and others were relatively reserved in the way they responded, this was because they look into me as somebody who have known more than them. On the other hand being known had disadvantaged me in the sense that some of the informants could not express their experiences freely because they still perceived me as the Director and this to some extent made some of them hold off some information for me. However, in order to overcome this I always told them I have come to learn from them and to construct new knowledge. My experience also in the field of educational management confirm to some of the findings reported by my informants. Being an insider has limited my interpretation of information gathered from another perspective, however, as an outsider I made efforts to exercise objectivity and tried to present the phenomena as it has being reflected in the data gathered without biasness in the interpretation

of the data and I do believe that this enhance validity and reliability of these findings. In a way I played both roles as an outsider and insider as Hammersley and Atkinson (2007) on the other hand pointed out that a problem with a researcher who hails from the area is that it may not be possible to take the role of an outsider. However, I have experienced both roles in the field based on the above arguments for and against that I have experienced in the field. As Styles quoted in Hammersley and Atkinson (2007) states that:

In essence, outsider myths assert that only outsiders can conduct valid research on a given group; only outsiders, it is held, posses the needed objectivity and emotional distance. According to outsider myths, insiders invariably present their group in an unrealistically favourable light. Analogously, insider myths assert that only insiders are capable of doing valid research in a particular group and that all outsiders are inherently incapable of appreciating the true character of the group's life.... (p. 86)

These arguments for and against outsiders and insiders are focused towards the moral aspect of validity and reliability of the research findings. In the field I limited my personal interactions to avoid going native and to protect my moral integrity as a researcher to produce objective data that are valid and reliable as reflected in these findings.

### **3.6 Reliability and Validity**

Reliability is defined by Kvale and Brinkmann (2009) as pertains to the consistency and trustworthiness of research findings. It entails issues to do with whether a finding can be reproduced by another researcher at a certain period of time, and whether the informants will change their answers during an interview and whether the informants will give different replies to different researchers. Meanwhile validity in qualitative research “pertains to the degree that a method investigate what it is intended to investigate, to the extent to which our observations indeed reflect the phenomena or variables of interest to us” (ibid, p. 246). This implies that the varieties of methods used in investigating a phenomenon are important in establishing validity and reliability of a study.

To Kvale and Brinkmann (2009) the methodological debate on validity, reliability and generalization is been taken by most qualitative researchers as “stemming from oppressive positivists concepts that hamper a creative and emancipator qualitative research” (p. 244) and this means that qualitative researchers are not comfortable with issues concerns validity, reliability and generalization as it concerns more with objectivity which is not in line with subjectivity thinking of qualitative researchers.

### **3.6.1 Reliability**

In qualitative research the use of various data collection techniques such as interviews, direct observation, field notes and documents are suggested to increase the reliability of research findings (Holmarsdottir, 2005). In this study the use of these various techniques constitute the reliability of the study and in order to avoid haphazard on issues to do with reliability I transcribed the recorded interviews word by word to increase the reliability of this study. In addition I also ensure that I presented the views of my informants accurately without biasness and or prejudice from my point of view. By being honest and avoiding distortion and biasness in presenting these findings will ensure reliability of this study. In order to strengthen reliability I also analysis documents in relation to the phenomena in study for example, the policy documents and other related literature in relation to the study. The sources from the interviews, observation and documents evidence ensures the reliability of this study. In other words my consistency and trustworthiness in the usage of various methods employed in the process of data collection right from the start of the project and throughout the process of data collection to final report ensures the reliability of this study. Kvale and Brinkmann (2009) pointed that although it is desirable to increase reliability in interviews finding the authors suggest that “a strong emphasis on reliability may counteract creative innovations and variability”. (p. 245) This implies that researchers should not rely heavily on the traditional ways of establishing reliability of research findings; but should be able to improvise new styles of increasing reliability and validity of a study. However, the limitation to this study is that it cannot be generalized because the study is limited to Central Equatoria State; secondly replicating the study may be difficult in my view because qualitative research has to do with social interaction and subjectivity.

### **3.6.2 Validity**

Validity is an overarching key to effective research (Cohen et al., 2007) and according to Winter (2000) cited in Cohen et al., (2007) the author maintain that in qualitative data validity might be addressed through the honesty, depth, richness and scope of the data achieved. To Grondlund (1981) cited in Cohen et al., (2007) pointed out that validity should be seen as a matter of degree rather than a dogmatic state, rather researchers should strive to minimize invalidity and maximize validity. In line with this view of seeking validity and avoiding biasness researchers like Lincoln and Guba (1985) cited in Kvale and Brinkmann (2009) are said to have developed concepts such as trustworthiness, credibility, dependability, and conformity in addressing concerns about validity in qualitative research. Validity in

layman's language refers to the truth, the correctness and the strength of a statement (Kvale & Brinkmann, 2009) and validity in social sciences pertains to whether a method investigates what it "purports to investigate" (p. 246). Validity as a concept also pertains to the degree that a method investigates what it is intended to investigate, to "the extent to which our observations indeed reflect the phenomena or variables of interest to us" (Pervin, 1984 quoted in Kvale & Brinkmann, 2009, p. 246).

Maintaining the above views, and in order to maintain validity while in the field I pre tested my interview protocol with some informants and the aim of the pre testing was to enable me collect data that reflects the phenomena under study. In order to maintain validity I have presented the views of the informants as it has being expressed according to their perspectives and I transcribed the recorded interviews word by word so as to avoid falsification and distortion of the views presented by the informants of this study. In addition my use of multiple data collection techniques and my informal dialogue and or conversation [interactions] with my informants, and observations in the field during the processes of this study enhance the validity of the findings of this study. In other words, truthfulness and maintaining honesty by not falsifying and distorting the informants' views and allowing the data to direct me as I move between the data to and fro in the process of analysing the loom data to create meaning out of it enhances the validity of this study.

### **3.7 Data analysis**

Data are materials collected by researchers in the world they are studying and are the basis of analysis. It contains recorded materials, interview transcripts, participant observation field notes, and documents (Bogdan & Biklen, 1992). On the other hand, data analysis is the process of organizing interview transcripts, field notes and documents into patterns, categories and basic descriptive units, to increase the researcher's own understanding of the data (Patton, 1987; Bogdan & Biklen, 1992). Patton argues that analysis and interpretations are inseparable. Analysis pertains "working with the data, organizing them, breaking them into manageable units, synthesizing them, searching for patterns, discovering what is important and what is to be learned, and deciding what you will tell others" (Bogdan & Biklen, 1992, p. 153) while interpretation is concern with "attaching meaning and significance to analysis, explaining descriptive patterns and looking for relationships and linkages among descriptive dimensions" (Patton, 1987, p. 144). This implies that the process of interpretation and analysis is a continuous process.

Analysis and interpretation have been a daunting task to me as a researcher in the sense that I was confronted with a large data and sorting it became a challenge and I faced difficulties, for example in categorising the data collected to develop themes and subthemes and in making sense and gaining meaning from the data of this study; besides it is labour intensive, it needs patience and it is time consuming and tiresome. As Bogdan and Biklen (1992, p. 153) maintain that “analysis looms large”. This view implies that it is exciting and very interesting to be a researcher yet it is a daunting task as you analysis your data to a manageable size. In order to be able to have a manageable data, the initial thing I did was to code my data as I read line by line to make sense out of the huge data collected by sorting the data and assigning meaning and levels and I allowed the data to guide me. Lofland et al., (2006) maintain that initial coding is an open-ended and you begin by inspecting your transcripts line after line and in focus coding, the coding becomes less open and it is more directed and focus the researcher becomes more selective, focused and develops concepts. Although, Bogdan and Biklen pointed out that in qualitative research literature; limited attention is given to analysis (1992) as this may imply that less is been written about analysis in qualitative research. Nevertheless, Hammersley and Atkinson (2007) maintain the view that “the initial task in analysing qualitative data is to find some concepts that help to make sense of what is going on in the case or cases documented by data” (p. 162). In other words the use of concepts will make the researcher understand the phenomena as the researcher builds on the data he or she collected and on previous work of other researchers.

The use of concepts as suggested by Hammersley and Atkinson (ibid) guided me in the analysis process of this data. I applied analytic induction in the analysis of this data to seek universal meaning and to avoid inconsistency and in cases where there is inconsistency analytic induction will redefine the assumption, as I persistently maintained interaction with the data in moving between the data to and fro to guide me towards the development of concepts and the theories of this study in analytical induction process of the data. In other words in order to understand the concepts and the data in an analytical and inductive I repeatedly read the transcribed interviews in addition to related literature on my research topic that guided me in the interpretation, and analysis of the data. As Hammersley and Atkinson (2007) suggest that “detailed and repeated readings are necessary” (p. 162). In a way repeated reading of the data is necessary to enable the researcher understand the data to enable the researcher develop the theory that underpin the process of data analysis.

### **3.8 Summary**

This chapter has described the whole process involved for this thesis right from the inception of the ideas for the study. The chapter discussed methodological issues that pertains gaining access to the research sites, sampling procedures, data methods collections methods, and concerns about ethical consideration, issues to do with informed consent, anonymity and confidentiality, and it has considered using fictitious names to increase anonymity. Finally the chapter discusses the reliability and validity of this study and it also pointed out that the study may have limitation in being generalized for the whole of Southern Sudan since it was limited within Central Equatoria State. Analytical induction in the analysis of this data was applied as the process of analytical induction guided the researcher as the researcher move to and fro, in gaining universal meaning and to avoid inconsistency in the data. The next chapter presents the findings of this study.



## **Chapter Four: Presentation of the Findings**

### **4.0 Introduction**

This chapter presents the main findings of this study. The objective of this study is to explore what administrative structures and leadership styles enhance community participation in school governance in two primary schools in Southern Sudan.

The chapter is divided into three sections. In section one, I present the main findings on the school governance and administrative structure, in section two I present the main findings on the level of community participation in school governance, while in section three I present the findings on leadership styles that are considered to enhance community participation in school governance. These sections are divided to answer the three research questions stated in chapter one, while research question four will be discussed in chapter five, the analysis and discussion chapter.

This chapter presents the views of the informants who took part in the study based on my interviews, observation, and documents review. The informants were grouped into five categories: The Ministry of Education Science and Technology (MoEST) officials, the Head School Management Committee (SMC), the Parent Teachers Association (PTA), the Head teachers, teachers, and Parents as presented in the methodology chapter. Based on the findings generated from the study a number of themes emerged from the study. These themes are further categorised into subthemes in this chapter which are the basis for this thesis. Therefore, the findings of this study are presented according to the order of the research questions.

## Section One

### 4.1 School governance and administrative structure in Southern Sudan

This section describes the current school governance and administrative structures of a primary school in Southern Sudan as described below.

#### *a) The perception of the informants on school governance and administrative structure*

In answering the question on what is the policy on the governance and management of primary schools in Southern Sudan, the Director General for Primary Education Ministry of Education Science and Technology (MoEST) Government of Southern Sudan (GoSS) said that “the governance and management of primary schools fall under the State Ministry of Education (SMoE). While at the level of the MoEST Government of Southern Sudan (GoSS) the Ministry deals with policies on primary education”. (Male MoEST official 1: 30<sup>th</sup> June, 2009)

The Director for Primary Education State Ministry of Education (SMoE) reported that:

Primary schools are governed by the School Management Committee (SMC) which represent the government and the Parent Teachers Association (PTA) who represent the parents and the community in the administrative and governance structure, and they [SMC & PTA] work in collaboration with the school administration (Male MoEST official 2: 30<sup>th</sup> June, 2009)

This means that there are three bodies in the administrative and governance structure who work together in the governance and management of the school. The SMC which represents the government, the PTA represent the community and the parents, and the school administration which is headed by the Head master; and all the three collaborate in the governance and management of the school.

Analogously to the above finding, the County Education Director reported that there are four levels of governance within the school administrative and governance structures described as follows:

The school organizational structure has the School Management Committee (SMC), the Parent Teachers Association (PTA) the School Administration [Head teacher and the Heads of department] and the prefects ... while the support staff reports to the Head teacher or the Deputy Head teacher. (Male MoEST official 3: 14<sup>th</sup> August, 2009)

*See figure 1 below for details.*

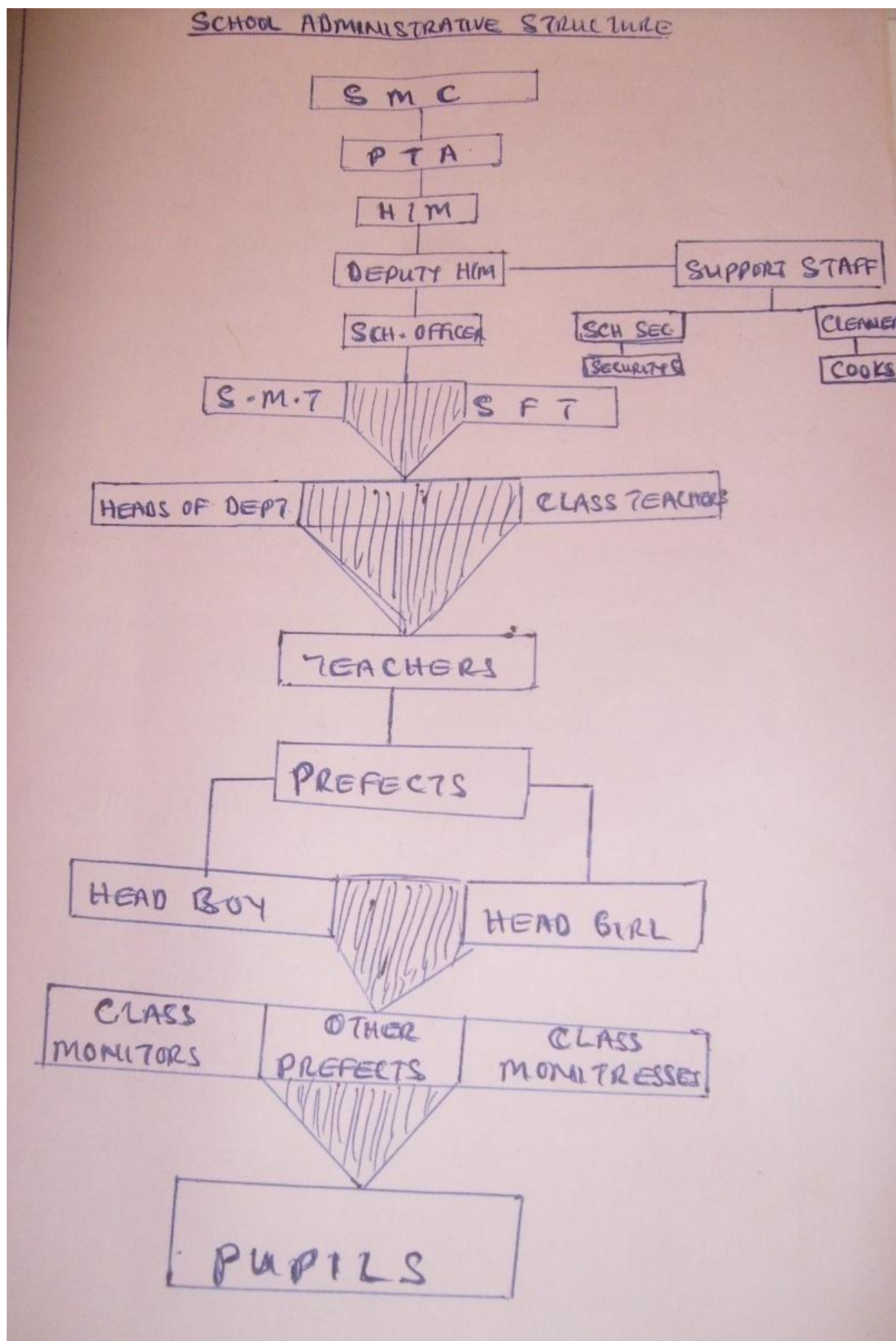


Figure 4.1 School administrative and governance structure of a primary school

The County Education Director said that “the policy on School governance is explicit in the sense that the governance and management of the schools are under the community and the government does not own the schools”. (Male MoEST official 3: 14<sup>th</sup> August, 2009) That is why the management and governance of the schools are under the community who are represented in this case in the school organizational structure by the PTAs, and the SMCs to help in delivery of education services, and to monitor the standards and quality of education in each respective school.

Schools in Central Equatoria State, Southern Sudan are managed by the community, and this was in line with the Head teacher of school A and B as the Head teacher of school A describes the administrative and governance structure as follows:

... SMC is the top governing body in the school organizational structure, followed by the PTA, the School Administration headed by the Head teacher and is composed of the [Head teacher, the Deputy Head teacher, Heads of Department] teachers, prefects and the support staff. (Male Head teacher of School A: 8<sup>th</sup> July, 2009)

According to the sources the governance and administrative structure of the primary schools in Southern Sudan the community is represented and the community take part in the governance of the school through this democratic governance that allows the representation of the community. Similarly to the above findings the Head teacher of school B described and explained the school organizational structure of school B as follows:

... the SMC is the overall, followed by the PTA, the Head master, the deputy, the school officer, the senior man and woman teachers, Heads of department, for English, Maths, Sciences and Social studies, games and sports master, co-curricular activities, music dance and drama, classroom teachers, head boy and head girl, prefects, classroom prefects, the pupils and the support staff [school secretary, security guards, cooks and cleaners]. (Male Head teacher of School B: 22<sup>nd</sup> July, 2009)

SMC and PTA in both schools have been reported by the Head teachers of schools A and B and these two bodies are stressed as key for community participation in the school governance and management. And the SMC being the Super-ordinate and the support staffs are the subordinate in the hierarchy of the administrative and governance structure. The claim here is that both SMC & PTA represents the community in the governance and management of the school, although the SMC seems to be representing the interest of the government more than the interest of the community as per the policy documents (Southern Sudan Education Act, 2008).

In both schools A and B, the Deputy Head teachers and majority of the teachers have described and reported that the school administrative and governance structure is headed by the SMC, followed by the PTA, the school administration [Head teacher, School officer, senior man and woman teachers, heads of department], teachers, prefects, pupils and support staffs as described by the informants in the two schools studied, see figure 4.1 for details.

To conclude the school administrative and governance structure is vertical [a top-down structure]. The hierarchy starts from the SMC, followed by the PTA, the school administration, teachers, prefects and the pupils. In addition, the structure has the support staffs who report directly to the Deputy Head teacher. The structure has four levels of governance and management. That is the SMC, PTA, School Administration and the prefects and within each level of governance and management decisions can be reached and reports co-ordinated through these levels of governance and management to the super-ordinate. This then implies that the school governance and administrative structure is hierarchical decentralized in my perspective and as per the findings. It is vertical and horizontal governance and administrative structure. Besides, the establishment of the SMCs & PTAs in the school governance and administrative structure is claimed to improve the governance and management of the school and to create a sense of school ownership according to the policy documents, and as reported by the above informants who took part in this study in both schools.

#### **4.1.1 School ownership**

The SMC & PTA participation in school governance and management was reported by most of the informants who claimed that the involvement of the community in the governance and management of the school is aimed at improving school governance and management, and also to instil sense of school ownership as the policy document reports that:

School Management Committees and Parent Teachers Associations shall be established by the communities at the school level as a means of engaging communities and creating ownership and commitment to the delivery and management of education services to the citizens of Southern Sudan and in accordance with the Interim Constitution of Southern Sudan, 2005 (Part 1: Chapter 1; Clause 41.1.b). Quoted in Southern Sudan Education Act, (2008: 24)

School ownership, improvement of governance and management, commitment and service delivery is the main aim of the government policy in engaging the community to participate in the governance and management of schools aimed at improving governance and

management of education system in Southern Sudan to enhance service delivery and quality education.

The County Education Director confirmed that primary schools are owned by the community as the County Education Director explained as follows:

The schools belong to the parents and the local community, and the government's role is only to support the community's initiatives. That is why policies concerning the school management and governance are explicitly under the leadership of the parents and the local community who are represented by the SMCs and PTAs in the school administrative and management structure. For instance the parents and the local community (SMCs and PTAs) are empowered with the responsibilities of governance and formulation of school policies (rules and regulations) which are used for the governance of the schools by the school administration. (Male MoEST official 3: 14<sup>th</sup> August, 2009)

This implies that sustainability, governance and management of the schools are under the community who in this case are represented by the SMC & PTA in the administrative and governance structure of the school and this is claimed that it promotes community participation in school governance and that it creates a sense of school ownership by the community.

The Head teachers and the teachers of school A and B confirmed that the schools are initiated and owned by the community. For instance the Head teacher of school B said that "this school is initiated and owned by the community and the community is fully involved in the management of the school" (Male Head teacher of School B: 22<sup>nd</sup> July, 2009) through the SMCs & PTAs who are the representatives of the community in the governance and management, and sustainability of the school.

Similarly the Head teacher of school A reported that the "school belong to the community and that is why they [community] take part in the management and governance of the school" (Male Head teacher of School A: 8<sup>th</sup> July, 2009).

Based on my observation and experiences, and in my informal discussions with my informants they confirmed that the schools are owned and sustained by the parents and the local community; who are represented in the administrative and management structure, by the Parent Teachers Association (PTAs) in collaboration with the government as represented by the School Management Committee (SMCs) at the school level in the administrative and management structure of primary schools in most of the primary schools in Southern Sudan.

#### 4.1.2 School Sustainability

School sustainability was reported in both schools A and B. As the Head teacher of school A explained that “our school is being sustained, and managed by the community”. (Male Head teacher of School A: 8<sup>th</sup> July, 2009) The community have their representatives, the PTAs & SMCs who support us in matters related to discipline, finance, teachers’ welfare and policies in the governance and sustainability of the school.

This was well acknowledged by most of the teachers of both schools A and B as another teacher of school A reported that “most of our schools are sustained and supported by the community” (Male Teacher 1 of School A: 8<sup>th</sup> July, 2009). Sustainability of schools by the community as reported by the above informants is in matters related to financial support as most of the teachers are being paid by the community [Parents] as reported by the informants.

Similarly the SMCs & PTAs of both schools A and B reported that schools are sustained, governed and supported by the community. As a Parent of school A confirmed that:

Our school is sustained, governed and supported by us parents, and most of the schools in this county are sustained by us the parents [we] mobilize resources for the payment of the teachers and for the sustainability of these schools. (Male Parent School A: 16<sup>th</sup> July, 2009)

Sustainability of schools in most parts of Southern Sudan is claimed to have been under the community who are represented in this case by the SMCs and PTAs in the school administrative and governance structures. The community mobilize resources for the sustainability of the school through the payment of school fees levied on the parents and this funds collected from the parents are then used in maintaining the teachers, buying of scholastic and teaching materials, that is how the community participate in the sustainability and governance of the school, as reported above by the informants.

For instance in line with the above finding, the policy document reported that 50% of the educational cost shall come from the community for the pre-tertiary in what is known as *cost sharing* as it reports that:

The community, through the State, County and Payam, contributes at least 50 percent of the cost of running a school in the form of school fees or in-kind contribution. This includes: a) Provision of school materials b) Construction of schools c) Employment and remuneration of teachers d) Operation of schools e) provision of school uniform f) Creation of Parent Teacher Association or Board of Governor for running the school (GoSS MoEST Policy Handbook, 2007, p. 20)

## **Section Two**

### **4.2 Community participation in school governance**

Community participation in school governance and management is an overarching aspect recognized by the government of Southern Sudan. And it is claimed that the involvement of the community in the governance and management of the schools increases community sense of school ownership (Southern Sudan Education Act, 2008). In the two schools studied, School Management Committees (SMCs) and Parent Teachers Associations (PTAs) were reported as community representatives in the school administrative and governance structures. Community participation through the SMCs and PTAs in the governance and management of the schools is claimed to improve school governance, service delivery, and school sustainability and it improves the quality of education in Southern Sudan. (ibid)

#### **4.2.1 School Management Committee (SMC)**

The policy documents reports that “the governance of every public school is vested in a governing body, which shall be known as the School Management Committee at the primary school” (Southern Sudan Education Act, 2008, p. 49). This implies that schools in Southern Sudan must have a governing body which shall govern and manage the schools so as to enhance school governance and improve educational quality.

According to the policy document, the School Management Committee comprise of nine executive members appointed by the government from members nominated or selected from the community and is made up of PTAs, teachers, old students of the school and the founding bodies of the school. (Trainers Guide for Parent Teachers Association & School Management Committee, MoEST, GoSS, 2008)

The appointment of these executive members is done in consultation with the Head teacher who nominates and reports the nominees to the Payam and the County Education offices for appointment. The policy further reports that:

The School Management Committee shall be the governing body of a primary school. The head teacher of a primary school, in consultation with the County and Payam Educational Authorities, must establish a School Management Committee comprising of parents, teachers and the members of the community. (Southern Sudan Education Act, 2008, p. 50)

This means that the appointment of the SMC Executive members are done in consultation with the Head teacher of the schools as the Head teacher selects or nominates the SMC



members from the founding body of the school, the parents, teachers, community leaders and old students, who then are appointed by the Payam and County Education Authorities.

The Director General for Primary Education Ministry of Education Science and Technology (MoEST) confirmed and explained that the School Management Committee (SMC) is an appointed body, and it draws its members from the community. And the Director General for Primary Education further described the School Management Committee (SMC) as the “political wing of the government and is the Executive committee of the school” (Male MoEST official 1: 30<sup>th</sup> June, 2009). This means that the SMC is the managerial body of the school that is involved in monitoring the day to day activities of the school; and it [SMC] is the representative of the MoEST at the school that ensures that the government policies at the school level are implemented. Besides, the Director General for Primary Education said that although the SMC is an appointed body, it is meant to represent the parents and the community in the management and governance of the schools and to ensure the provision of quality education to their children, as the parents and the community take part in policy formulation, and in holding the Head teachers accountable on school resource utilization (Male MoEST official 1: 30<sup>th</sup> June, 2009).

In addition to the above the SMC Chairpersons of school A and B acknowledged and confirmed that the Executive members of the SMC are appointed by the County Education Authority as the Chairperson of school B confirmed that “I and my committee members are appointed by the County Education authority and we are nine members all together in the Committee who represent both the government and the community” (Male Chairperson of School B: 3<sup>rd</sup> August, 2009). The SMC is an appointed committee of the school and it is accountable to the appointing authority the Payam Education office and County Education office respectively. This view was acknowledge by the Head teachers and teachers of both schools who reported that the SMC is an appointed committee of the school with a vested authority and charged with the responsibility of school governance and management.

#### **4.2.2 SMC roles in school governance**

Administrative and managerial, advisory and supervisory roles were reported by the informants as the roles for the School Management Committee (SMC). Therefore, SMC as the governing body and the authority of the school the SMC has the following administrative and managerial, financial management, supervisory role on academics and management, in the supervisory role the SMC oversee the governance and management of the school, the

SMC ensures that the policies are followed and implemented accordingly by the teachers and that it is in line with the development of the learners, and that any activity outside the calendar [programme] demands for their permission. Whereas SMC advisory role focus on matters to do with discipline and co-curricular activities, teachers and learners' welfare management roles as the Head teacher consult and seeks for their advice on decisions making on matters to do with policy and discipline thus the distinction between supervisory and advisory roles of the SMC, in a way the Head teacher consult for advice from the SMC so as to make a sound decision and the SMC advises the Head teacher, while the SMC also supervise the Head teacher and the implementation of school activities. These roles mentioned above are further described as below.

According to the policy documents the School Management Committee (SMC) as the school governing body "shall be responsible for setting strategic direction, ensuring accountability and monitoring and evaluation of school performance" (Southern Sudan Education Act, 2008, p. 50). This means that the SMC administers, direct and supervise the school as it ensures that the policies advanced by the government are implemented as they [SMC] monitor service delivery, standards and quality of the school in her administrative, advisory and supervisory roles in the governance and management of the school.

*i. Administrative and managerial role*

The policy documents reports that administrative role shall be performed by the SMC. As the policy states that the SMC shall "administer any funds the community have mobilized or the school have raised by way of fund raising" (Southern Sudan Education Act, 2008, p. 51). This administrative role is aimed at ensuring accountability of school funds. The SMC also administers the school funds and both movable and unmovable assets of the school. The document further reported that the SMC in their administrative roles provides welfare for the pupils and it ensures discipline of both the teaching staffs, the pupils and support staffs for they [SMC] have the mandate to appoint and dismiss, to sue and to be sued. (Southern Sudan Education Act, 2008, Trainers Guide for Parent Teachers Associations (PTAs) and School Management Committees (SMCs) MoEST GoSS, 2008)

In addition to the above the SMC Chairperson of School A reported that we are involved in the day to day administration and management of the school for example, we are the ones hiring the support staffs in the school and in our administrative arrangement, we also deal with the disciplinary cases that affect the school before reporting the case to the County

Education office for further action. For instance the SMC Chairperson of School A explained that we had a case of indiscipline teacher who could not be managed by the Head teacher, and the SMC as a member of the general administration in the school we came in to investigate the case and before reporting to the Payam or County Education office; and when we founded that the teacher was indiscipline and could lead to more destruction in the school we dismissed the teacher and gave a report to the County Education office and this is how we are involved in the general administration and management of the school. (Male SMC Chairperson School A: 15<sup>th</sup> July, 2009) The SMC as the governing body vested with an administrative and managerial powers plays an administrative role in the school as concerns matters related to discipline and policy which needs their advice in managing as the legal body vested with administrative and managerial roles in the school.

*ii. Advisory role*

As policy makers the SMC advises the Head teacher on matters related to government policies for example on the curriculum, and on decisions making, on matters related to the school that the Head teacher cannot decide alone, thus the Head teacher seeks for the wealth experiences of the SMC Executive committee to guide him or her to make a better decision that benefits the teachers, pupils and the parents. For example on matters pertains to discipline and parents contribution [finances] as the Head teacher seeks for the approval of the County Education Director (Southern Sudan Education Act, 2008).

Similarly the above finding was confirmed by the County Education Director who said that:

the School Management Committee plays an advisory role in offering technical advice to the Head teachers in terms of government policies for instance on the national curriculum, and on management and governance of the school. (Male MoEST official 3: 14<sup>th</sup> August, 2009)

This implies that the SMC is the advisory body of the school in terms of the policies, school governance and in matters related to standards and discipline in the school. Therefore the School Management Committee (SMC) as a government representative ensures the implementation of government policies and as an advisory body of the school, the Management Committee works in collaboration with the Head teacher and the Parent Teachers Association (PTA).

In line with the above, the SMC Chairperson of School A reported that:

[We] are a body representing the community and are appointed by the government. We always work with the Head teacher and the PTAs and our role is to advice the Head teacher on the government policies and to make sure that they are implemented ... and we negotiate with the government on behalf of the community, the parents and the Head teachers on matters related to policies advanced by the Ministry of Education. (SMC Chairperson of School A: 15<sup>th</sup> July, 2009)

This view implies that the SMC, PTA and the Head teacher work as a team, and as a team they govern and manage the school through a democratic leadership that engages them in dialogue with the parents, community and the government on matters related to policies advanced by the government and on the governance and management of the school.

In addition the SMC Chairperson of School B confirmed the above findings and said that:

[We] are the policy makers at the school level. And our role is to advice the school to abide by the rules and policies of the government and we also co-ordinate with the government offices on issues pertains the school policies and policies of the government. (SMC Chairperson of School B: 3<sup>rd</sup> August, 2009)

The same views on the School Management Committee as an advisory body and policy makers at the school level were reported by majority of the informants interviewed in this study in both schools A and B. As the informants reported that the SMC is a bridge between the parents, the community and the Education office, on matters related to government policies; and in line with this view the Head teacher of School A acknowledged that:

The SMC acts like a bridge between the school and the Payam Education office for instance [we] School had a problem of school fees payment where the County Education office wanted a uniform school fees payment and this had been a big challenge to us as a school. The SMC as a bridge between us met the Education officials and discussed the issues on the impact of the policy and resolved that each school pay as the parents wish. (Male Head teacher of School A: 8<sup>th</sup> July, 2009)

The SMC is therefore an advisory body of the school on matters that are related to policy, and disciplinary matters related to teachers indiscipline and pupils in the school the Head teacher of School A added. It was also reported in the above findings that the SMC is a bridge between the school, community and the government as they negotiate with the community and the government on matters related to material and financial support for the school.

### *iii. Supervisory role*

Supervisory role is another important role played by the SMC. The SMC oversee the day to day management and administration of the school, and on how the government policies are being implemented in the school. For instance the Head teacher of School B reported that

“we administer and manage the school together with the SMC committee members” (Male Head teacher School B: 22<sup>nd</sup> July, 2009). This is because in accordance to the education policy the SMC is the overall body which is in charge of the governance and management of the school. For example their involvement in the day to day governance of the school is to ensure that the policies are implemented, and school resources are utilized according to the procedure of financial management. So the SMC play an important supervisory role in ensuring that the program for the school activities is followed. As the SMC Chairperson of School A added that “we administer and manage the school. I always come to the school to supervise the teachers and to monitor the school activity whether they are followed or not” (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009). This view presented by SMC Chairperson of School A implies that the SMC is an authority in the school and it supervises the school activities to ensure the implementation of the policies advanced by the government and to ensure standards. However, the sole management of the day to day activities are on the sole responsibility of the professional Head teacher of the school. This confirms that the SMC plays fewer roles in direct administration of the school but plays a role of supervision in the governance and management of the school, and is the watch dog of the school administration. Thus the SMC, the PTA and the school administration work together on matters related to the governance, and development of the school through the various roles played by the SMC and the PTA in the school in the governance and management of the school.

#### **4.2.3 Parent Teachers Association (PTA)**

According to the policy documents the primary school governing body shall:

Oversee the creation and implementation of a Parent Teacher Association. Parents and teachers shall, with the assistance of County Education Authorities, and in accordance with regulations made under this Act, form associations to be known as Parent-Teacher-Associations at all primary and secondary schools (both public and private), whose objectives shall include the promotion of the interests of the school by bringing parents, members of the community, learners and teachers into close co-operation (Southern Sudan Education Act, 2008, p. 50).

The Parent Teachers Association (PTA) is an elected body which represents the parents, elders, members of the community, learners and teachers. It also takes into consideration the issue of gender representation, teaching and non teaching staff representatives. The Head teacher is the only member among the teaching staff who holds an ex-officio in the executive committee of the Parent Teachers Association (PTA) with a portfolio of secretary. This is because the Head teacher is the professional administrator of the school, so his position as a

Head teacher qualifies him or her automatically [immediately] as an ex-officio of the PTA Executive committee. And as an ex-officio the Head teacher is the only eligible teacher among equals who is elected in a position of secretary in the PTA executive committee, he or she is the only member among the teaching staff who qualifies to be a member of the PTA executive committee on the virtue of his or her position as the Head teacher of the school. Meanwhile the teachers can only be elected as committee members of the PTA but not in the PTA executive committee (Trainers Guide for PTAs & SMCs MoEST GoSS, 2008).

The PTA executive committee comprises of about 11 to 13 members who represent the parents, teachers and the community. The process of identification and nominations of the Parent Teachers Association (PTA) Executive Committee members is done through democratic elections with at least three women representatives in the PTA executive committee to embrace gender representation. Parents of the pupils are the eligible voters (ibid, p. 23).

Key to note is that the policy document reports that:

the Chairperson must be an individual, who has leadership qualities, is able to make people work as a team, and can command influence. The treasurer must be someone with integrity, especially in financial matters, and must have skills in figures and record keeping. (ibid, p. 24)

This implies that the Chairperson should have leadership qualities and mobilization skills to be able to lead the PTA Executive Committee as a team to be able to achieve the objectives of the PTA of bringing parents, teachers, learners and members of the community together. The policy document reports that key to the establishment of the Parent Teachers Association is to instil the sense of school ownership by the community as mentioned earlier , and that the main function of the Parent Teachers Association (PTA) according to the document policy is resource mobilization. (Southern Sudan Education Act, 2008)

*a) MoEST officials, PTA, SMC, and Head teachers' perception on PTA*

The PTA as reported by the policy documents are the representatives of the parents and the community in the governance and management structure of the school, and according to the Director General for Primary Education MoEST the PTAs are the representatives of the parents and the community who are elected by the parents and the community. "The PTA is like a small parliament at the school level and the PTA committee members are the legislatures" (Male MoEST official 1: 30<sup>th</sup> June, 2009). By a small parliament of the school

this implies that in the school the PTA members are responsible in discussing and formulating laws and policies at the school that guide the teachers and the pupils, and for the governance and management of the school. However, the question remains how do they [PTA] formulate the laws and policies and how are these laws enacted, remains a question for further research.

Similarly the PTA Chairperson of School A said that “we were democratically elected by the parents of the pupils in our general parents meeting as the Executive members of the PTA” (Male PTA Chairperson of School A: 13<sup>th</sup> July, 2009). The PTA Executive committee is an elected committee which is responsible for the mobilization of resources from the parents and the community for the running of the school. They are involved in activities related to the sustainability of the school in terms of scholastic materials and teachers’ welfare and also in enlightening the community and parents on the importance of education; resource mobilization for the welfare of the teachers and the pupils. This was confirmed by the Chairperson of School B who acknowledged that the PTA Executive members are democratically elected and that the PTA work hand in hand with the SMC and school administration in governing the school as they share ideas in their meetings on how to govern and manage the school (Male PTA Chairperson of School B: 5<sup>th</sup> August, 2009).

For instance, in both schools visited, I found that the schools have PTA Executive committees and majority of the informants [the Head teachers, teachers and parents] in both schools A and B interviewed reported the presence of the PTA Executive committees in the schools I studied who represents the parents and the community and are accountable to the parents and the community which they represent.

Based on my observation the PTA Executive committee are committed to their duty as I have seen them organizing meetings and mobilizing the community and the parents of the pupils to continue supporting the school. However, most of the PTAs lack training and commitment as the Head teacher of School A reported that “it is only the PTA Chairperson and the treasurer who are always committed, who are often in the school and we always work together. This has been so, because some of the PTAs and SMCs members lack managerial skills and acknowledged most of them do not know their roles.” (Male Head teacher of School A: 8<sup>th</sup> July, 2009) This lack of training on managerial skills for the PTA and the SMC is a challenge for the PTA and for the SMC members in fulfilling their roles in the governance and management of the school.

#### **4.2.4 PTA roles in school governance**

School development and fundraising are the roles performed by the Parent Teachers Association (PTA) in the governance and management of the school and are described as follows according to the perceptions of the informants interviewed for this study.

##### *a) School development*

School development was reported as one of the roles of the Parent Teachers Association (PTA) by most of the informants in relation to infrastructural development, [school expansion] school gardens, [farm] and income generating activities. As the Director for Primary Education State Ministry of Education (SMoE) reported that:

The PTAs in their meetings plan and prioritize activities for the development of the school. For instance the PTAs are engaged in the intellectual and infrastructural development of the school as one aspect of school development. The PTAs also do some renovation of some minor repairs and maintenance of broken doors, and windows in the school. (Male MoEST official 2: 30<sup>th</sup> June, 2009)

School development according to my informants is seen in the sense of physical development in terms of the school infrastructures as more classrooms are build and in terms of the income generating activities for example in their annual meetings that brings all the parents of the pupils the PTA Executive committee and the SMC work together with the parents to review the school budget, its income and expenditure of the year, and are able to budget and plan for the expansion of the school. This is the development the PTA are reported to be doing in terms of infrastructural development in the school, and in terms of intellectual development in establishing conducive learning environment for the pupils.

This was reinforced for instance, by the County Education Director who said that:

Most of the schools in Southern Sudan were established and developed by the local communities, the churches and some are being established and supported by our development partners the nongovernmental organizations (NGOs); and we as a ministry we only pay the salaries for the teachers, supply the school with learning and teaching materials and we monitor the standards in these schools. The sole development of the schools is mainly under the parents and the local communities as represented by the PTAs. (Male MoEST official 3: 14<sup>th</sup> August, 2009)

This implies that schools in Southern Sudan are being developed and sustained by the parents and the local communities who are represented by the Parent Teachers Association in the school governance and administrative structure.



The PTA Chairperson of School A confirmed that “this school is initiated and sustained by the parents” (Male PTA Chairperson School A: 13<sup>th</sup> July, 2009) and the PTA Chairperson of school A added that:

Most of the schools were initiated by us parents. [We] ... are the ones sustaining and developing these schools. We provide the labour and we mobilize both resource materials and financial for the development of these schools. For example we mobilize material resources like bricks, stones, sand, timber and land for the construction of the schools, and financial resources through fundraising in addition to the school and development fees paid by the parents of the pupils. (Male PTA Chairperson School A: 13<sup>th</sup> July, 2009)

The schools therefore are initiated by the community and the parents and are developed through the local collections from the parents in form of school fees and local materials such as stones, sand and bricks for the development and sustainability of the school with limited support from the government in form of salaries as reported earlier by the County Education Director.

A similar view on school development and its sustainability was also reported by the PTA Chairperson of School B who confirmed that:

the schools are initiated by the community. In this school we have 16 teachers and only two teachers are paid by the government the rest of the teachers we pay them from the school fees paid by the parents. (Male PTA Chairperson School B: 5<sup>th</sup> August, 2009)

These views were confirmed by most of the informants who reported that schools are initiated and are developed by the community and the parents of the pupils from the local community who support the development of the school through the school fees they pay for the education of their children; this implies there is no free universal primary education in Southern Sudan, since the schools are being established supported by the parents and the community and besides the parents pay the education of their children.

In addition to the above, the Head teacher of school A reported a similar view that the schools are initiated and developed by the community and that the Parent Teacher Association (PTA) plays the role of school developer for example

... the PTA Plan for the development of the school and its expansion by building more structures and health, and sanitation facilities in the school. We have about 50, 000 bricks for the construction of other classrooms and we have plan for school garden as our income generating activities. (Male Head teacher School A: 8<sup>th</sup> July, 2009)

When we talk of development from within in relation to schools we are talking of the community represented by the PTA as it is evident in the development role they play with a limited support from the government yet with their meagre resources they were able to maintain and develop the schools through the local support from the community and the parents. For instance the Head teacher of school B confirmed that the PTA plan for the development and sustainability of the school, for the payment of the teachers, and for the expansion of the school through building more classroom structures and establishing income generating activities in the school and the local contribution from the parents and the community (Male Head teacher School B: 22<sup>nd</sup> July, 2009).

The teachers from both schools A and B hold the same views that the PTA play the above role of school developer, and that these schools [A and B] were initiated by the parents and the local communities. The informants also acknowledged that the government do support these schools in terms of teachers' salaries as some of the teachers are paid by the government although not promptly, and some of the building structures [blocks] in these schools were constructed by the government and some schools in some selected areas are also constructed by the government in support of the community initiatives. And the government also do supply learning and teaching materials in our school and in most of the primary schools in the County. The two schools studied were initiated [established] by the parents and the local community and the PTA fundraised for their development and sustainability.

#### *b) Fundraising*

Levying of school fees, lobbying for financial and material support from the development partners (NGOs), donors and the government, and establishing income generating activities are some of the ways in which the PTA mobilize financial resources for the schools described as follows.

##### *1) Levying of school fees*

One of the ways in which the PTA mobilize resources for the school is through the levying of school fees on the parents of the pupils as the Director for Primary Education State Ministry of Education (SMoE) said that one of the role of the PTA members is to “mobilize funds for the development of the school and at the school level the PTA levy school fees” (Male MoEST official 2: 30<sup>th</sup> June, 2009) and these fees will then be used for the development of the school and part of it goes for the teachers incentives [salaries] and welfare.

Similarly to the above, a Parent of School A reported that the PTAs do resource mobilization from the parents, the local community in terms of school fees for the sustainability of the school (Male Parent of School A: 16<sup>th</sup> July, 2009).

The views presented here explains the real situation that the schools are maintained through the funds collected from the parents which is in form of school fees, levied on the parents by the PTA and this funds then is used for the development of the school and teachers welfare. The questions in my mind are then where on earth can a teacher survive on a \$ 30-50 per a month, and what kind of education will search a teacher delivery to the people of Southern Sudan, what is that government that leaves its schools depends on lobbying of financial support from development partners (NGOs) and from the community, and if that teacher is a trained teacher is he or she really in the classroom? These are questions yet to be analysed and further researched.

## 2) Lobbying for financial and material support from NGOs

Lobbying of financial and material support from the development partners (NGOs) was reported to be another form of fundraising finances for the school. As the PTA chairperson of School B said that “we do fundraising from the NGOs in form of financial and material resources for example scholastic and learning materials from the NGOs” (Male PTA Chairperson of School A: 13<sup>th</sup> July, 2009). The PTA Chairperson cited NGOs like UNICEF which supports the school with health facilities and scholastic materials like exercise books for the pupils, Jesuit Refugees Service (JRS) which supports with scholastic materials and construction materials and some time before the Comprehensive Peace Agreement (CPA) was paying some incentives for some teachers (Male PTA Chairperson of School A: 13<sup>th</sup> July, 2009).

The Head teacher of school B also shared similar view as the Head teacher of school B said that the PTA lobby for financial and material resources from the NGOs in form of scholastic and construction materials (Male Head teacher School B: 22<sup>nd</sup> July, 2009).

This finding was well acknowledged by most of the informants interviewed from both schools A and B as another teacher of school B reported that the PTAs are engaged in financial resource fundraising through levying of school fees, income generating projects and lobbying for support from the development partners (NGOs) in kind [scholastic materials, construction materials] and financial support for paying some of the teachers. The teacher

cited Jesuit Refugees Service (JRS) as paying incentives to the teachers in school B before the Comprehensive Peace Agreement (CPA) and NGOs like United Methodist Committee on Relief (UMCOR); ACROSS; UNCHR supports with scholastic and learning materials while the Norwegian Peoples Aid (NPA) supports the school with agricultural tools and seeds. And these have been through the efforts of the PTAs (Male Teacher 1 School B: 23<sup>rd</sup> July, 2009).

This was confirmed by both Head teachers, teachers in both schools A and B studied that the development partners have been supporting the schools before the Comprehensive Peace Agreement (CPA) and that has been because of the PTAs role in fundraising for the support of the schools in kind and in cash.... and a teacher of school A confirmed that after the CPA the JRS has withdrawn the financial support for the payment of the teachers in their school (Male Teacher 4 School A: 20<sup>th</sup> July, 2009). And the government has not done much in terms of teachers' welfare and in supply of scholastic and learning materials the teacher added.

### 3) Government support

The PTA also mobilizes funds through the government as they continue lobbying for the government support. According to the PTA Chairperson of School B the PTA lobby for government support in terms of qualified teachers to be send to the school and also for financial support for the payment of these qualified teachers. (Male PTA Chairperson of School B: 5<sup>th</sup> August, 2009). The Support from the government is being lobbied through the Payam and County Education offices who then reports to the SMoE for action on the demand presented by the respective school.

### 4) Small scale projects

According to the PTA Chairperson of School A, the PTA have established small scale school project for example the PTA have school garden project for vegetables that the school sales and earns some money for the maintenance of the school. The Chairperson added that we have also laid over 50, 000 bricks which we will use for a construction of another classroom block, and we plan to sale some to get us some money for paying some of the labourers (Male PTA Chairperson of School A: 13<sup>th</sup> July, 2009).

In addition to the above the Head teacher of school B confirmed that in his school the PTA have established an income generating agricultural project in the school which generates some income for the school and this funds raised through the income generating project are also used for the sustainability and the development of the school (Male Head teacher School

B: 22<sup>nd</sup> July, 2009). The Head teacher further added that in the school also they have uniform project. The Head teacher said that the PTA have a uniform projects, they buy the materials and sale the uniforms to the pupils at a subsidized price to the pupils and these projects generates some income for the school. (Male Head teacher School B: 22<sup>nd</sup> July, 2009)

These have been the four ways in which the PTA mobilizes funds for the schools in Southern Sudan and the most common has been through levying of school fees on the parents of the pupils. However, these are the current ways described above on how funds are been raised for the development and sustainability of the school and for the payment of teachers' incentives in Southern Sudan. And majority of the teachers confirmed to these four ways of fundraising from the community and developing partners (NGOs) in these two schools studied.

#### *c) Community mobilization*

The PTAs are also engaged in the role of community mobilization as reported by the Chairperson of school B who said that “our role as PTA members is community sensitization and mobilization. We talk to the community to send their children to school and we also talk to them to contribute to the school” (Male PTA Chairperson of School B: 5<sup>th</sup> August, 2009). Sensitization of the community on the importance of education while lobbying for resources from the community is another important role presented by the PTA according to the PTA chairperson of School B as the PTAs encourage parents to send their children to school. It was also noted that as the PTA sensitized the community on the importance of education this increases enrolment of the learners in the school as the PTA build that relationship between school and home through visits to the parents and by establishing pupils teachers projects that the PTA invites the parents to attend and this may enhance school home relationship.

#### **4.2.5 Authority of the SMC and the PTA**

The policy document reports that the School Management Committee shall be the authority of the school, and the policy states as follows:

The governing body shall be an authority in matters related to the management of a public school. The managerial powers of the governing body shall include the following: financial management; academic management; disciplinary management; co-curricula activities management; teacher and learner welfare management. (Southern Sudan Education Act, 2008, p. 50)

This view implies that the SMC is the authority in the school which is partially a representative of the community although it is an appointed body as earlier on reported by the

Director General for Primary Education MoEST. However, the policy document is implicit on how the School Management Committee can exercise these managerial powers in the governance and management of the schools by the SMC as the governing body of the school. It has not explained how the governing body can manage finance, academics, teachers' welfare and co-curricular activities in the school.

It further states that:

The SMC oversees the implementation of government policies and proper management of the school. It has the mandate to sue or be sued, to borrow on behalf of the school and regulate activities of the other organs in the school community. (Trainers Guide for Primary Teacher Association & School Management Committee MoEST GoSS, 2008, p. 22)

The School Management Committee as an appointed body that represents the government is therefore charged with the authority of monitoring the implementation of government policies among others, and also to improve school governance and management and to increase the quality of education as the SMC, PTAs and school administration work together for the development of the school.

This is confirmed by the SMC Chairperson who reported that “our authority in the school is basically to oversee the implementation of the government policies in the school, monitor the teachers, co-curricular activities and to monitor if the curriculum is followed” (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009). This view implies that the SMC is the legal authority of the school that monitors closely the school activities in collaboration with the professional administrator [Head teacher] of the school as they work in co-operation with the PTAs in the governance and management of the school.

According to the policy document, the authority of the PTA is basically on resource mobilization, levying of school fees, teachers and learners welfare and linking of the school with the local community (Southern Sudan Education Act, 2008). This was confirmed by the PTA Chairperson of School A, who reported that “we are a link between the school and the parents of the pupils, we also mobilize resources for the development of the school, we levy school fees on the pupils and we have the authority to employ teachers” (Male Chairperson of School A: 13<sup>th</sup> July, 2009). These views above were confirmed by majority of my informants [SMC, PTA Chairpersons, Head teachers, Teachers and Parents] of both schools A and B studied and most of the teachers confirmed that they were employed by the

PTA. However, the policy document is implicit and has not spelt out on how the PTA can exercise this authority.

#### 4.2.6 Contrasting SMS and PTA

SMC	PTA
<p>A. Administrative role</p> <ol style="list-style-type: none"> <li>1. Administer funds mobilized from the community</li> <li>2. Ensures accountability of funds</li> <li>3. Ensures welfare of pupils</li> <li>4. Discipline among teachers and pupils</li> <li>5. Day to day administration and management of the school</li> </ol>	<p>A. School development role</p> <ol style="list-style-type: none"> <li>1. Intellectual and infrastructural development of the school</li> <li>2. Planning school budget and income generating activities</li> <li>3. School initiators</li> <li>4. Resource mobilization (bricks, sand, stones and finances)</li> </ol>
<p>B. Advisory role</p> <ol style="list-style-type: none"> <li>1. Policies of the government e.g. curriculum</li> <li>2. Decision making processes</li> <li>3. Democratic leadership: dialogue as they work as a team of SMC, PTA and school administration</li> <li>4. Bridget: between school, community and government</li> </ol>	<p>B. Fundraising</p> <ol style="list-style-type: none"> <li>1. Levying of school fees</li> <li>2. Lobbying for financial and material support from NGOs</li> <li>3. Government support <ul style="list-style-type: none"> <li>• Qualified teachers and payment of teachers</li> </ul> </li> <li>4. Small scale school projects</li> </ol>
<p>C. Supervisory role</p> <ol style="list-style-type: none"> <li>1. Oversee daily administration of school</li> <li>2. Ensures implementation of policies <ul style="list-style-type: none"> <li>• School resource utilization</li> <li>• That school programs are followed</li> <li>• Curriculum and co-curricular</li> </ul> </li> </ol>	<p>C. Community mobilization</p> <ol style="list-style-type: none"> <li>1. Sensitization of community</li> <li>2. Visits to parents</li> <li>3. School parents projects</li> </ol>

activities	
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### *Shared roles or similarities between SMC and PTA*

Resource management and control and monitoring of school performance are shared roles between the SMC and PTA in the governance and management of the schools as described below:

#### *1) Resource management and control*

Resource management and control is a shared role between the School Management Committees (SMCs) and the Parent Teacher Association (PTAs). Management of school resources was reported by the informants as one of the roles of the SMCs and PTAs in school governance and management. According to the Director General for Primary Education MoEST the School Management Committee (SMCs) and the Parent Teachers Associations (PTAs) are in charge of school resources and the PTAs and the SMCs plays a role of school resource control and management so as to ensure “transparency and accountability in the school by the Head teacher”. (Male MoEST official 1: 30<sup>th</sup> June, 2009)

In addition to the above, the Director for Primary Education SMoE said that:

the SMCs and PTAs monitor and manage all the school resources mobilized by the parents, and the operational funds [service money for office maintenance] send from GoSS which is directed through the SMoE (Male MoEST official 2: 30<sup>th</sup> June, 2009).

This view implies that the SMC and are tasked by the State Ministry of Education (SMoE) to manage the school resources to enhance school improvement and school governance and management and to increase the level of transparency and accountability of school resources.

Similar views on resource management were shared by the County Education Director as the County Education Director reported that the SMC work together with the PTAs, and the Head teacher to ensure that school resources are managed according to the policies developed by the SMC on the use of school resources. (Male MoEST official 3: 14<sup>th</sup> August, 2009)

Similarly to the above, the SMC Chairperson of School A reported as follows:



We manage and control the school resource, [financial and human resource] the money and the teachers. For example as SMC and PTA members we normally have a financial auditing of the school to enable us determine how much a parent should pay as school fees ... meanwhile for the teachers we manage and control them through teachers attendance book ... and checking the pupils books to confirm whether the teachers are teaching the pupils or not. (Male SMC Chairperson of School A: 16<sup>th</sup> July, 2009)

The SMC Chairperson of School B also reported that school resources are managed by the SMC and the PTA and the SMC Chairperson of School B added that “the SMC and the PTA Chairpersons are signatories to the school account”. (Male SMC Chairperson School B: 3<sup>rd</sup> August, 2009) This means that any release of funds from the bank, the signatories of the PTA and the SMC have to appear, before any release of funds and the purpose has to be explicit.

According to the Head teacher of School B the SMC and the PTA manage the school resources, and the Head teacher gave the following explanation.

... [SMC & PTA] are the founding bodies of the school and are representing the parents who are the shareholders of the school for the parents pays the school fees. Thus the SMC and the PTA manage and controls the school resources so as to avoid misappropriation of school resources by the Head teachers. (Male Head teacher School B: 22<sup>nd</sup> July, 2009)

The same view was shared by the Head teacher of School A, who reported that:

the SMC and PTA are signatories to the school account and the only money he as the Head teacher can use without the approval of the SMC and the PTA is petty cash [small amount] of about 1,000-2,000 Sudanese pounds only. (Male Head teacher School A: 8<sup>th</sup> July, 2009)

In the above explanations by the Head teachers of schools A and B, it implies that the engagement of the PTA and the SMC in the management and control of school resources is to reduce the rate of misappropriation of funds by the Head teachers of the schools, thus the need for the PTA and the SMC to manage and control school resources to improve transparency and accountability by the Head teachers who administers the day to day activities of the school.

Most of the teachers interviewed shared the same views on resource management that the PTAs and SMCs manage the school resource in both schools A and B and confirmed that the SMCs and PTAs are signatories to the school account. As a teacher of school A explains that:

the school resources are administered and managed by the SMCs and the PTAs for there are procedures on how the finances are to be spend for example there are books of accounts and records are kept and within the SMCs and PTAs there is a financial

committee which is tasked with a role of monitoring school resources and at the end of the year there is a financial auditing. (Male Teacher 1 School A: 6<sup>th</sup> July, 2009)

These findings are in line with the policy documents on the roles of SMC (Sothorn Sudan Education Act, 2008), which emphasise that the SMC shall manage, administer, monitor, advice and discipline teachers who have gone against the policies of the MoEST and of the school administration. Although the findings on the policy document are implicit on what role each member has to play in the executive body of the SMCs and how to monitor, control and manage the school resources.

## *2) Monitoring of school performance*

Monitoring of school performance was reported by the Director for Primary Education State Ministry of Education (SMoE) who said that the SMC monitors the implementation of government policies and it works in collaboration with the PTA and the Head teacher in monitoring the school activities and the implementation of government policies. (Male MoEST official 2: 30<sup>th</sup> June, 2009)

In addition to the above, the Chairperson School Management Committee (SMC) reported that the PTAs and the SMCs monitor school performance and the teachers in the school. This monitoring according to the SMC Chairperson is done through checking on teachers' attendance book [registrar] and the SMC Chairperson for instance explained that monitoring of school performance and the teachers' activities in the school is their role as SMCs and PTAs in the governance and management of the school and it acts as part of support to the Head teacher; and the SMC Chairperson added that:

[We] monitor teachers to improve school performance; and as we monitor the teachers, we also monitor school performance. For we believe that if teachers are suppose to do what they are supposed to do or are expected to do, what is the result; good performance ... and that is how we monitor performance through the teachers' activities and their presence in the school. (Male SMC Chairperson School A: 15<sup>th</sup> July, 2009)

The view presented here by the SMC Chairperson is that monitoring as a principle of governance and management will improve school performance as the teachers, pupils, parents and the community will work towards the achievement of the objectives of the school as a learning organization [institution].

The SMC Chairperson of school B similarly reported that the SMCs and the PTAs monitor the school performance as the SMC and the PTA always check the teachers' attendance and records of work. (Male SMC Chairperson School B: 3<sup>rd</sup> August, 2009)

Similarly to the above finding the PTA Chairperson at school B reported that:

[We] always work closely with the SMC in monitoring the school performance through a log book, we monitor school activities, and we also supervise learning through checking the teachers' record of work and attendance book, that is how we monitor school performance. (Male PTA Chairperson of School B: 5<sup>th</sup> August, 2009)

This implies that the PTA and SMC work as a team and in collaboration with the Head teacher who is the professional advice of the SMC and PTAs in matters related to content of the curriculum, co-curricular activities as the PTA and SMC monitor the school activities and performance in collaboration with the Head teacher of the school.

The PTA Chairperson of school A reinforced that "our role is to monitor the school activities and to ensure that teachers are in the classrooms teaching. I always come around in the school and check the attendance book and record of work". (Male PTA Chairperson School A: 13<sup>th</sup> July, 2009)

At school B the Deputy Head teacher confirmed that the PTAs and SMCs are engaged in monitoring and supervision of the teachers. They always come to the school and ask for the attendance records and even sometimes enter the classrooms to establish what is missing and whether the teachers are teaching as per the policies of the MoEST. (Male Deputy Head teacher School B: 4<sup>th</sup> August, 2009)

Most of the teachers interviewed confirmed the above findings that the SMC and the PTA do monitor the school activities; and that as the SMC and the PTA monitor school performance and activities they also make decisions on how to improve school activities and performance. However, lack of training on their roles and on leadership and management skills is a challenge that both SMC and PTA face in the governance and management of the school.

#### *Summary of shared roles or similarities between SMC and PTA*

1. Resource management and control
  - Ensure transparency and accountability
  - Auditing school finances
  - Budgeting and planning

- Signatories to school accounts: to reduce misappropriation of funds by Head teachers

## 2. Monitoring of school performance

- Ensure Head teachers and teachers are at work
- Ensure teachers are in the classroom and the Head teacher is doing his or her work
- Pupils performance
- Check on attendance books for teachers and pupils
- Co-curricular activities

### 4.2.7 Lack of Training

Lack of training for both SMCs and the PTAs on their roles and on managerial skills, leadership and resources mobilization was reported by the SMCs and PTAs Chairpersons of Schools A and B. As the PTA Chairperson of School A reported that “we lack skills on leadership and management of our schools” (PTA Chairperson of School A: 13<sup>th</sup> July, 2009). This may imply that the PTA Executive committee have inadequate knowledge on how to manage and govern the school and above all to direct a professional Head teacher on the policies of the schools and the interest of the community and the pupils on how the school should be administered and governed.

In relation to the above the SMC Chairperson of School B confirmed that they are not trained and the Chairperson said the following as regards to training of the SMC Executive committee:

[We] are not trained about what we are supposed to be doing at the school. We were appointed by the government and since then we are not trained on our executive roles. I am just using my mobilization and managerial skills in managing my team.... and because of lack of training for the members, four of my members in the committee have withdrawn from being members of School Management Committee. (Male SMC Chairperson of School B: 3<sup>rd</sup> August, 2009)

Lack of training as reported by the SMCs and the PTAs is a challenge for the Executive committees of both schools A and B on how to perform their duties, responsibilities and roles efficiently and effectively, thus the lack of commitment by other committee members in showing up for their duties, responsibilities and roles as the Executive committee members as this was reported to be due lack of training on managerial skills for the Executive committee members. A similar view on lack of training on the roles of the SMCs and PTAs was

reported by the SMC Chairperson of School A also who confirmed the same on the lack of training for the SMCs since they were appointed. (Male SMC Chairperson School A: 15<sup>th</sup> July, 2009)

To conclude lack of training for the SMCs and PTAs Executive committee members on their roles, leadership and managerial skills is a challenge for the SMC and PTA in both schools A and B studied and this hinder the PTAs and SMCs effectively and efficiently in performing their roles in the governance and management of the schools. My personal experience with the SMCs and the PTAs is that most of them lack leadership and managerial skills on school governance and management for some of them are semi-literate and others illiterate that is why some of the members shy away in performing their roles as SMCs and PTAs Executive committee members, and it is a long way for us to realize a potential SMCs and PTAs Executive committee members if they are not trained and in addition taking the level of education in Southern Sudan this demand a lot to be done to improve their leadership skills.

### **Section Three**

#### **4.3 Leadership styles that influence community participation in school governance**

Democratic, teamwork, interpersonal, moving around, and authoritarian leadership styles were reported by the informants of this study in their perspectives and that these leadership styles influences community participation in school governance and management with the exception of moving around and authoritarian leadership styles which are assumed to be dictatorial and bureaucratic according to the informants.

*a) The perceptions of MoEST officials on leadership style that influence community participation in school governance*

##### **4.3.1 Democratic leadership**

The Director General for Primary Education MoEST GoSS reported that democratic leadership style influences or enhances community participation in school governance for a democratic school leadership incorporates the views of the teachers, parents and the community and it encourages the teachers, parents and the community to participate in the governance and management of the school as all the members of the school will work towards the development and objective of the school because they feel that they are part. (Male MoEST official 1: 30<sup>th</sup> June, 2009)

Similarly to the above the County Education Director confirmed that democratic leadership promotes community participation in the governance and management of the school and the County Education Director said that “when we talk of quality in education we need democratic leadership which incorporates the interests of the teachers, parents and the community as well as the school as an organization” (Male MoEST official 3: 14<sup>th</sup> August, 2009). This view implies that democratic leadership promotes community, parents and teachers to participate in governance and management; and this improves the quality of both the education system and the governance and management of the schools since the leaders are hold accountable on the provision of education services as far as democratic leadership is concern.

*b) The perceptions of PTAs, on leadership style that influence community participation in school governance*

The PTA Chairperson of School B share similar views on the leadership style and reported that their school leadership is democratic; it encourages active participation of the parents, the community and the teachers in the governance of the school. The PTA Chairperson of school B further described the democratic leadership as a leadership where [we] PTA share ideas and work together with the community, the teachers, Head teacher and the SMC members and we agree for what is to be done in the school so as to improve the governance of the school (Male PTA Chairperson of School B: 5<sup>th</sup> August, 2009).

In addition, the PTA Chairperson of school A share the same view and reported that democratic leadership style promotes democratic and participatory governance and management of schools and it entails transparency and accountability as it holds the Head teacher, the PTA Executive and the SMC Executive accountable to the parents of the pupils and to the community (Male PTA Chairperson of School A: 13<sup>th</sup> July, 2009). Thus this democratic leadership enhance community participation in school governance the Chairperson added.

*c) The perceptions of Head teachers, Teachers and Parents on leadership style that influence community participation in school governance*

According to the Head teacher of school A, democratic leadership style influence community participation in school governance. For instance in this school that I head, I have a fame that the school must have unity and cooperation and must be discipline. In order for the school to

be discipline, cooperative and united, I use democratic leadership that incorporates the views of the parents, teachers, pupils and the community that is be represented by the SMCs and the PTAs in the school (Male Head teacher School A: 8<sup>th</sup> July, 2009).

Similarly to the above findings, the Head teacher of school B reported that “democratic leadership style which is participatory promotes community participation in school governance” (Male Head teacher School B: 22<sup>nd</sup> July, 2009). The view here is that in democratic leadership the community can take part in the governance and management of the school, for in democratic leadership the claim is that active participation of the stakeholders improves school governance and management and it increase quality of school performance.

These findings on leadership style that influence or enhance community participation were acknowledged by the Deputy Head teachers of both schools studied. As the 1<sup>st</sup> Deputy Head teacher of school A reported that:

We use democratic leadership in our school management and we work in collaboration with SMCs and the PTAs. This is because the Head teacher cannot be everything in the school. He or she needs the ideas of the PTAs, SMCs and the teachers in the governance and management of the school. (Male 1<sup>st</sup> Deputy Head teacher School A: 9<sup>th</sup> July, 2009)

This implies that Head teacher does not work alone in the governance and management of the school in the democratic leadership style, the Head teacher work with a team of the Community representatives and the teachers. This is in line with the Deputy Head teacher of school B who reported that the school administration use democratic leadership that enhance stakeholders participation in the governance and management of the school and we work as a team of the SMCs, PTAs, teachers and the pupils in the governance and management of this school (Male Deputy Head teacher School B: 4<sup>th</sup> August, 2009).

“It is the democratic leadership style of the Head teacher that has kept me in this school” (Male Teacher 2 School A: 20<sup>th</sup> July, 2009). This view implies dissatisfaction in the profession due to lack of remuneration as the teacher claimed that teachers have gone for four months without pay. However, the teacher acknowledged that he remained in the school teaching because of the democratic leadership of the Head teacher and the community support as the parents pay the teachers some incentives [little money for up keep about \$30-50 per month]

A parent of school A reported democratic leadership style that which is aimed at promoting active participation of the stakeholders and to him this leadership style enhances community participation in school governance and management, and the parent gave the following explanation:

... democratic leadership and or governance, there is delegation of power by the Head teacher to the other teaching staffs, because the Head teacher cannot do everything alone in the school so this leadership style allows the Head teacher to delegate some responsibilities to the teachers. (Male Parent of School A: 16<sup>th</sup> July, 2009)

This implies that in democratic leadership style there is delegation of powers to the subordinates, the Head teacher does not hold the power as his or her own, it is a shared responsibility and it is participatory in nature, and it allows the members to share their views and experiences so as to improve the governance and management of the school.

Similar view on democratic leadership style was shared by a Parent of school B who explains that:

democratic leadership brings unity and understanding between the SMCs, PTAs, the school administration and the teachers as they work together in good relationship in developing the policies that creates love and unity as the teachers, SMCs, PTAs and the Head teacher share ideas and skills in developing the school. (Male Parent of School B: 10<sup>th</sup> August, 2009)

This means that in democratic leadership style there is interpersonal relationship, sharing of experiences and knowledge in a friendly manner, there is a sense of humane, and development of one another is seen important and this promotes love and unity among the teaching staffs as they develop trust for one another.

In addition parents from both schools A and B interviewed reported that the leadership style in these two schools is a democratic leadership which promotes active participation of Parents and the community in school governance and management.

In both schools A and B I have observed democratic practises of school governance that promotes community participation in the governance and management of the school, and parents were involved in decision making processes for example a parent said this in a meeting on 20/07/09 that:

We had agreed in our annual meeting that we have to pay Sudanese pounds 60 (\$30) per term in our meeting with the SMC, PTA and the school administration. I argue all of us to pay the amount we have agreed on so that the teachers will teach our children (Female Parent School B: 20<sup>th</sup> July, 2009).



This view implies that parents want better education for their children where teachers have a pay and the parents have a say in decision making processes and in what the parents feel is good for their children. This debate on school fees payment came as a result of the policy from the government demanding that schools should pay a uniform school fees which is about 25 Sudanese pound (\$10) per term which the parents objected that the government is not paying the teachers so they [parents] have to pay what can make the teachers teach their children and that can motivate the teachers.

*a) Merits of democratic leadership*

According to the PTA Chairperson of School B, democratic leaders promotes community participation in the governance and management of the school and it encourages openness among the teachers, the community and the school administration and this improves the management of the school (Male PTA Chairperson of School B: 4<sup>th</sup> August, 2009).

The advantage of democratic leadership style is that, it is participatory, and it allows you to share your views and opinions on how to manage the school, and it allows the community to fully take part in the governance and management of the school as the community is being represented by the SMCs, and the PTAs in the governance and administrative structure of the school (Male Head teacher school A: 8<sup>th</sup> July, 2009).

Similarly to the above merits, the Deputy Head teacher of school A reported that democratic leadership enhance skills development and it makes work easier as the Head teacher work hand in hand with the community represented by the SMCs and the PTAs and the teachers in the governance and management of the school (Female 2<sup>nd</sup> Deputy Head teacher school A: 6<sup>th</sup> August, 2009).

According to a Parent of school A the goodness of this democratic leadership style is that it creates unity among the teaching staff as they work together. For example in the absence of one the other colleague will take over his or her work without fear for they work together and in unity and love (Male Parent of School A: 16<sup>th</sup> July, 2009).

*b) Demerits of democratic leadership*

The Head teacher of school B claimed that democratic leadership style tend to delay work especially when it comes to decision making processes that needs the majority of the members to give their views and if the members don't make up the quorum then it tend to

delay decisions and work. “That is why I sometimes apply authoritarian leadership”. (Male Head teacher School B: 22<sup>nd</sup> July, 2009). A similar view was shared by the 1<sup>st</sup> Deputy Head teacher that “sometimes the school administration applies force leadership in the event that the teachers don’t cooperate”. (Male 1<sup>st</sup> Deputy Head teacher School A: 9<sup>th</sup> July, 2009). These views by the above informants imply that authoritarian leadership to some extent is being used in both schools studied. The argument for the use of authoritarian leadership is based on the delays in decision making and secondly when the teachers don’t cooperate with school administration to work as a team in the governance and management of the school.

#### **4.3.2 Teamwork leadership**

Teamwork leadership was also reported by the School Management Committee (SMC) Chairperson of School A, who said that teamwork leadership influences community participation in school governance and management as the SMC Chairperson describes the teamwork leadership to be a leadership that all members of staff must participate in the governance and management of the school as a team (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009).

The merit of teamwork leadership style according to the SMC Chairperson is that “there is a collective responsibility by all members of the school”. (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009). This implies that in teamwork leadership all the members work as a team and have collective responsibility and ownership of the school. It promotes mutual understanding among the team members as the members consult and interact with one another in the governance and management of the school and it promotes community participation in the governance and management of the school.

#### **4.3.3 Interpersonal leadership**

Interpersonal and or open door policy style was reported by the informants as a leadership style that enhances community participation in school governance and management, as the SMC Chairperson of school B reported that:

We always like and rely on free leadership or interactive leadership. Where there is consultation in a democratic atmosphere. You consult with one another in a democratic way as you come together and share ideas with each other ... I believe in working together leadership and I always encourage the Head teacher to consult with the teaching staff so as to work together. (Male SMC Chairperson of School B: 3<sup>rd</sup> August, 2009)

This view means that in interpersonal leadership style, the leadership consults with the members and secondly it is interactive as the Head teachers consults with the member in a friendly and open interaction between the leader and the follower; and this leadership was claimed by the SMC Chairperson that it influences or enhances community participation in school governance and management. In interpersonal leadership, the leader consults, interacts, and is friendly to the teachers. The leader share ideas and views on one to one person and he or she opens room for the teachers to experience their views as they interact in an informal discussion, and in a way this leadership enhance trust between the leader and the follower for their is personal relationship being built between the leader and the follower.

Similarly a teacher at the same school B reported that the leadership used by the Head teacher in this school is a friendly leadership and it is democratic as Head teacher interacts freely and consults with the teachers. The teacher describes the leadership as follows. “In the interpersonal leadership the Head teacher interacts freely with the teachers, he is socially and very friendly”. (Male Teacher 5 School B: 29<sup>th</sup> July, 2009) This view means that in the interpersonal and or open door policy, the Head teacher is social as he or she uses the interpersonal skills as he or she consults with the SMCs, PTAs and the teaching staff. And the advantage of this leadership is that the teachers will be open to the Head teacher since he or she is friendly and cooperative to the teachers.

In addition to the above, a teacher of school A similarly described the leadership used by the Head teacher in her school as a cooperative and social leadership and the teacher explains it as follows:

The Head teacher in this school is using cooperation and interpersonal leadership. The Head teacher is cooperative and social with the staff. He interacts with the teachers and listens to the teachers’ views on matters concerns the teachers, administration and the development of the school. (Female Teacher 3 School A: 17<sup>th</sup> July, 2009)

The perception presented here is that the Head teacher uses open door policy whereby the Head teacher is friendly and interacts with the staffs freely and this enhance openness as the teachers build trust on the Head teacher for he or she consults with the teachers, the SMCs, and the PTAs in the governance and management of the school.

In line with the above, a teacher from the same school A described the leadership in her school as follows: “The leadership in this school is that when the Head teacher wants to produce rules, he calls the teachers together, and it is consultative” (Female Teacher 4 School

A: 10<sup>th</sup> July, 2009). This view represents the leadership as a consultative leadership where the Head teacher consults with the teachers and it is claimed that it enhances community participation in school governance and management as perceived by the informant (teacher).

#### **4.3.4 Moving around leadership**

Moving around leadership style was reported by the SMC Chairperson of School A. who described this leadership as a leadership whereby the Head teacher is in the lead of the school activities for instance, the Chairperson said that the Head teacher can come early to the school and stands on a strategic position and monitoring what the teachers and pupils are doing, and the Head teacher moves around in the school compound minus talking and observes who is doing what and who is not doing what. According to the SMC Chairperson the Head teacher will make the teachers and the pupils to walk on their toes, for this leadership keeps the teachers alert in their minds and it leads to good performance in the school; “for if teachers are to do what they are supposed to do. What do you expect, good school performance” (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009). The view presented here is that school performance depends on the school leadership, for the Head teacher is the dynamo in the school as an organization, who is said to have influence on the other stakeholders so as to achieve the aims and objectives of the school as a learning institution.

Although this leadership will make teachers and pupils active and punctual in their school activities it was reported to indirectly influence the Head teacher to act like a policeman, hence the teachers and the pupils will only act to please the Head teacher and this destroys the sense of maturity and being responsible and accountable. (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009). On the other hand this leadership may imply a polite way of being an authoritarian by the Head teacher in the governance and management of the school.

#### **4.3.5 Authoritarian leadership**

The fact that the SMCs, the PTAs, and the school Head teachers are not trained professional administrators on governance and management, the Head teachers could be using authoritarian style in the governance and management of the schools despite the desire for the need of an active and participatory school governance and management by the policy document [Southern Sudan Education Act, 2008). This is in line with the County Education Director who reported that “he cannot rule out that the Head teachers are not using authoritarian leadership, this is because most of the Head teachers are not trained and

experienced school administrators” (Male MoEST official 3: 14<sup>th</sup> August, 2009). This acknowledgement implies that the Head teachers may be authoritarian as a result of lack of training as educational administrators or maybe some of the Head teachers lack experiences in administration of the school.

In addition to the above, the Head teacher of School B and the 1<sup>st</sup> Deputy Head teacher of school A acknowledged that sometimes the school administration applies authoritarian leadership, and this is done when the teachers don’t cooperate with the school administration. In line with this a teacher of school B confirmed the above as the teacher reported that the Head teacher uses authoritarian leadership. In this leadership the Head teacher uses orders, does not consult and the Head teacher makes decisions in most cases alone without involving the teachers in the decision making processes in the governance and management of the school (Female teacher 2 School B: 27<sup>th</sup> July, 2009).

Similarly to the above a teacher at the same school also confirmed that “sometimes the Head teacher is oppressive.” (Male Teacher 1 School B: 23<sup>rd</sup> July, 2009). The view presented here is that the Head teachers to some extent still use authoritarian leadership as reported by the above informants, and this leadership has the following merits and demerits in school governance.

*a) Merits of authoritarian leadership*

The merits of authoritarian leadership style are that: when it comes to decision making, decisions are quickly reached there are no delays for it is a one man show it does not need a quorum of the management team and the teachers (Female Teacher 2 School B: 27<sup>th</sup> July, 2009). Secondly authoritarian leadership is said to be good in administering the uncooperative and the lazy teachers who spend much time in unproductive work and who absent themselves from duty (Male Head teacher School B: 22<sup>nd</sup> July, 2009).

*b) Demerits of authoritarian leadership*

However, the above informants admitted that authoritarian leadership discourages teachers and it demotivates the teachers. And secondly it creates fear in the teachers and this demotivates the teachers from being active members of the school and secondly it destroys creativity (Female Teacher 2 School B: 27<sup>th</sup> July, 2009).

#### **4.3.6 Concluding comments**

In this chapter I have described the main findings of this research under the themes of school governance and administrative structure, the community participation in school governance and management, the roles, authority and contrast between SMC and PTA and the chapter concludes with leadership styles that are claimed to influence community participation in school governance and management with an exception of authoritarian and moving around leadership styles; democratic, teamwork, interpersonal, moving around and authoritarian leadership styles were reported by the informants interviewed in both schools studied with much emphasis on democratic leadership style as a leadership style that promote participatory governance and management of the school as reported by the informants interviewed in this study. The next chapter presents the analysis and discussions of these findings.

## **Chapter Five: Community participation and democratic leadership in school governance**

### **5.0 Introduction**

This chapter attempts to discuss the extent to which community participation and democratic leadership enhance school governance. The chapter is discussed in the light of the findings of this study based on the themes of the (a) School governance and administrative structures, (b) level of community participation (c) leadership styles that enhance community participation and (d) is the conclusion. The chapter attempts to discuss research question four which is presented in chapter one. I discuss this chapter in the perspective of educational decentralization as a means for community participation. The concept educational decentralization and community participation will be discussed interchangeably this is because of their interrelatedness that exists between educational decentralization and community participation. The concepts in this chapter will be analysis inductively to gain meaning from the research findings.

### **5.1 School governance and administrative structure**

The findings of this study have revealed that the school governance and administrative structure is composed of the SMC, PTA, school administration, pupils' representatives and support staff see figure 4.1. The administrative and governance structure which is bureaucratic in nature will be discussed in relation to governance and management issues that relates to school ownership, and sustainability in the light of educational decentralization.

#### **5.1.1 School governance and management issues**

##### *School administrative and governance structure*

The data of this study reveal that the schools under study have formal structures which represent the community in the administrative and governance structure of the school. The school administrative and governance structure comprise of the SMC, PTA, the school administration, HoDs, the prefects and support staff. The school administrative and governance structure is bureaucratic, and it is in this bureaucratic administrative and governance structure where the community is represented. It is a top-down structure with the SMC as the highest executive body in the structure and support staff as the less in the structure. The SMC and the PTA are the governing bodies that represent the interests of the community in the school administrative and governance structure. For example it has been revealed in the findings that:

... SMC is the top governing body in the school organizational structure, followed by PTA, the School Administration headed by the Head teacher and is composed of the [Head teacher, the Deputy Head teacher, Heads of Department] teachers, prefects and the support staff. (Male Head teacher of School A: 8<sup>th</sup> July, 2009)

In addition the findings of this study in the perspectives of the informants revealed that the administrative and governance structure is important in the governance and management of the school in the sense that there is division of labour for example the SMCs, PTAs, the school administration, the teachers and the pupils' representatives and all these have roles to play in the governance and management of the school. This division of the labour as the SMC and PTA deals with governance and management issues that concerns school policies, resource mobilization and management, school development and teachers recruitment, the school administration deals with the internal administration of the school, HoDs and clubs managing their respective departments and clubs and teachers doing the teaching and all these work in collaboration with each and is claimed by the informants of this study that it improves school efficiency in terms of school performance, and governance for there is effective coordination and control of the teaching staffs and stakeholders as each person plays his or her role according to the hierarchy in the structure. This is in line with the Beare and Boyd (1993) who argue that in formal organizations there are set up rules that govern the activities of the organization and there less orders being given for much of the activities are directed by the rules that controls the behaviour. The authors added that in complexity organization for instance like the school which I argue is a complex organization the school activities are directed according to speciality for the complex organization entails hierarchy, division of labour as school activities are assigned to individual according to the degree of specialization for example teachers teach according to areas of their specialization.

Analysing the school administrative and governance structure I tend to suggest that the school administrative and governance structure is both vertical and horizontal in the sense that at the top of the school administrative and governance structure is the SMC which has a vested authority as it is an appointed body although its members come from the local community, this is followed by the PTA which is an elected body and then the school administration with its subordinates. This pictured the administrative and governance structure as vertical [top-down]. Deducing from this argument, the current school administrative and governance structure presented in chapter four (see figure 4.1) is bureaucratic as it is characterised with a hierarchical authority with formal chain of command from the SMC to the support staff. Indeed the bureaucratic theory emphasis is placed on



hierarchy model of governance and management (Bush & Middlewood, 2005; Hatch & Cunliffe, 2006). For instance in the context of this study we have the SMC as a governing body with a vest authority from the Ministry of Education Science and Technology (MoEST) that manages the school on the behalf of ministry and transmitted through the Head teacher to the HoDs without any opposition; and or the authority is vested in the Head teacher and transmitted through the HoDs to the class masters and the prefects (see chapter four).

On the other hand the school administrative and governance structure is horizontal [bottom-top] in the sense that within the administrative and governance structure decisions can be reached. For example the school administration which is headed by the Head teacher can reach decisions without necessarily involving the SMC and the same at the level of the school prefects as revealed by the data that the pupils are sometimes involved in decision making processes in the governance and management of the school in matters related to discipline of pupils. It can therefore be deduced from the data that the school administrative and governance structure has an aspect of democratic leadership and governance as the community that is represented by the SMC and PTA participates in school governance and management and their participation in school governance and management is claimed to improve quality and enhance school governance. As the critical organization theorist argue that power in an organization should not be concentrated in the hands of an individual with a vested authority, rather power should be dispersed and decision making process should represent the stakeholders' interest (Owen, 1998). In a way the governance and administrative structure paves way for the community to participate in the governance and management of the school.

Indeed for an organization like the school to function effectively I argue that power should be dispersed among the stakeholders for purposes of collective responsibility, school ownership, school sustainability, and for the purpose of improving educational quality and accountability as all the stakeholders of the school take part in the governance and management of the school. For instance in the school, the leadership should not be concentrated in the hands of the Head teacher as argued by the Bureaucratic theorist (see chapter two), but rather let it be shared among the teachers, pupils and the parents who are in this case represented by the SMC and the PTA. This is in line with Bush and Middlewood (2005) who argue that:

people are more likely to understand, and to seek to implement, the vision if they have been involved in its development. If the school is to be democratic, it is inadequate for the head or principle to enunciate the vision without participation of others with legitimate interest in the outcome. (p. 10)

This implies that the involvement of the stakeholders in the governance and management of the school improves school governance and management for through the democratic leadership that promotes community participation and or stakeholders in the governance and management of the school. As the Head teacher involves the stakeholders in the development of the school. For example one of the informants in line with the above argument revealed that:

We use democratic leadership in our school management and we work in collaboration with SMCs and the PTAs. This is because the Head teacher cannot be everything in the school. He or she needs the ideas of the PTAs, SMCs and the teachers in the governance and management of the school. (Male 1<sup>st</sup> Deputy Head teacher School A: 9<sup>th</sup> July, 2009)

Indeed for the community to be able to participate in school governance and management there must be formal structures such as SMC and PTA and administrative and governance structures that can enhance school ownership and community participation in school governance and management.

#### *School ownership and sustainability*

School ownership and sustainability is one reason for educational decentralization and or is the reason as to why community participate in school governance and management, with the aim of enhancing school ownership and sustainability. It is important to emphasis here that it is only through the established formal structures such as the SMC and PTA who represent the community in the school governance and administrative structure that the community can now own and sustain the school. Indeed school ownership is one aspect of the arguments for educational decentralization and or the devolution of educational governance so as to promote community participation in school governance (see chapter two). The findings of this study revealed that schools are owned and sustained by the communities, and that the decentralization of education governance is aimed at instilling a sense of school ownership in the community. For instance most of the informants interviewed confirmed that community participation in school governance is aimed at creating a sense of school ownership and this was explicitly stated by the Southern Sudan Education Act, 2008 that:

School Management Committees and Parent Teachers Associations shall be established by the communities at school level as a means of engaging communities and creating ownership and commitment to the delivery and management of education services to citizens of Southern Sudan and in accordance with the Interim Constitution of Southern Sudan, 2005 (Part 1: Chapter 1; Clause 41.1.b). Southern Sudan Education Act, (2008, p. 24)

This implies the governance and management of the school is entrusted in the hands of the community who in case are being represented by the SMCs and the PTAs in the governance of the school. The data further reveals that the schools of this study are owned by the community as the community mobilize human and financial resources for the sustainability of the school, the community participates in school planning and budgeting, school development and construction, and what the government does is to support community initiatives for instance in terms of scholastic materials, learning and teaching aids and the curriculum (see chapter four). And that the community is empowered through the SMC and PTA to govern and manage the schools and policies concerns the governance and management of the schools and its development are explicitly under the leadership of the community. I want to argue here that in the context of this study as the data has revealed the schools are owned by the community who are represented by the SMC and the PTA in the school governance and management structure as attributed by the findings that schools are owned by the community as the community gets engaged in school governance and management through the SMC and the PTA, the community feels the sense of school ownership as the community is involved in many aspects of school governance and management for example school funds, school development, governance and management.

However, the notion of educational decentralization that enhances community participation in school governance and management is being criticized by most authors who argue that decentralization of educational governance is financially driven for the governments wants to share the burden of educational governance and its financial challenges with the community (Daun, 2007; Gamage & Sooksomchitra, 2004; Bray, 2003 cited in [www.iiep.unesco.org](http://www.iiep.unesco.org) retrieved on 24/03/10). For example in terms of *school sustainability* in the context of Southern Sudan the findings of this study reported that:

The community, through the State, County and Payam, contributes at least 50 percent of educational cost of running a school in form of school fees or in-kind contribution. This includes: a) Provision of school materials b) Construction of schools c) Employment and remuneration of teachers d) Operation of schools e) provision of school uniform f) Creation of Parent Teacher Association or Board of Governor for running the school (GoSS MoEST Policy Handbook, 2007, p. 20).

Based on the above argument one can hold the view that schools are being sustained by the community who in this case are represented in the school governance and administrative structure through the formal structures such as the SMC and the PTA who relates or links the community to the school. In other words school sustainability is one aspect attributed to educational decentralization in addition to school ownership. For instance in the above example in the context of Southern Sudan as the data reveals that the community contributes 50% of the cost of running the schools. This may imply devolution of authority by the government is a shift of government's responsibilities to the community and yet the same policy advocates for free universal primary education (UPE). Analysing from the data, one can argue that there are disparities of educational opportunities in the communities in Southern Sudan taking the fact that 50% of the running cost has to come from the community. This is in line with Daun (2007) who argue that educational decentralization increases inequality and educational disparities in a country. In this context I argue that the intention for decentralization of education governance may not be genuine in the context of Southern Sudan if the intention is to shift financial burden to the community. Although the data from this study claim schools are owned by the communities and revealed that educational decentralization is aimed at instilling school ownership and school sustainability and to promote community participation in school governance so as to improve educational quality and enhances school ownership and sustainability. Based on the above views one can hold the argument that there is devolution of authority in terms of school ownership, and as management powers are moved to the community, but this does not always mean empowering of the community rather I see it as a shift of what is government responsibility being shifted to the community thus disparities in educational opportunities and standards.

### **5.1.2 School governing bodies (SGB)**

The Ministry of Education Science and Technology (MoEST) Government of Southern Sudan (GoSS) recognize the importance of community participation in school governance and management. In its policy document it has recognized the establishment of school management committees (SMC) and Parent Teachers Association (PTA) as school governing bodies at the school level that is made up of the parents, teachers, and members from the local community who are to represent the parents and the community in the governance and management of the school. These committees are the School Management Committee (SMC) which is an appointed body and the Parent Teachers Association (PTA) which is an elected body, and these two bodies are claimed to be involved in the governance and management of

the schools in Southern Sudan (Southern Sudan Education Act, 2008). This was confirmed by most of the informants of this study as one of the informant revealed that:

Primary schools are governed by the School Management Committee (SMC) which represent the government and the Parent Teachers Association (PTA) which represents the community in the administrative and governance structure, and they [SMC & PTA] work in collaboration with the school administration. (Male MoEST official 2: 30<sup>th</sup> June, 2009)

Indeed in the two schools of this study, the data reveals that the two management committees in these schools I visited exist, and my personal experience confirmed that the SMC and the PTA are active and engaged in the governance and management of the schools and this was confirmed by most of the informants of this study that the SMC and the PTA are actively engaged in the governance and management of the school. For instance the SMC and the PTA as school governing bodies who govern and manage the schools have become very resourceful in linking the community with the school and the government for example establishing school parents relationship, in encouraging parents to participate in school activities for instance in cultural days, music and drama, end of year party that bring parents together, in PTA meetings, fundraising activities in the school as the governing bodies mobilize resource from the community and the government for the sustainability of the school as stated by the informants of this study that:

Our school is sustained, governed and supported by us, and most of the schools in this county are sustained by us parents [we] mobilize resources for the payment of the teachers and for the sustainability of the schools. (Male Parent School A: 16<sup>th</sup> July, 2009)

This therefore means that the community as represented by the SMC and the PTA is engaged in the governance and management of the schools as the community plays major part in the sustainability of the schools as resources are mobilized from the parents for the sustainability of the schools. Through the school governing bodies the data reveals that the community employ the teachers; meet the operational cost of the schools under study, administer the schools, monitor school performance, provision of school uniform and provision of construction materials and construction of schools. These findings therefore are in line with argument for community participation in the governance and management of schools through the policy of decentralization of educational governance at the school level by empowering the community to participate in the governance and management of the school through the devolution of authority to the school governing bodies, to run and manage the schools (Gamage & Sooksomchitra, 2004; EFA Global Monitoring Report, 2009).

In addition there is evidence to suggest from this study that school governing bodies enhance educational quality as there is collective responsibility and shared leadership in the governance of the schools of this study as the SMC and the PTA mobilize resource for sustaining the school and for hiring of qualified teachers, who are monitored by the SMC and the PTA and are assumed to deliver quality education. Therefore the findings of this study claims that the involvement of the SMC and the PTA in school governance and management improves educational quality and school governance; and their involvement in school governance and management is an expression of democratic principle that encourages community participation, for example in South Africa as presented by Daun (2007), and Coleman and Earley, (2005). For instance in the context of Southern Sudan like South Africa the government of Southern Sudan has entrusted the governance and management of the schools under the stakeholders as reported in the data that “the School Management Committee is the Executive wing of the school and the Parent Teachers Association is the small parliament of the school” (Male MoEST official 1: 30<sup>th</sup> June, 2009) for the school is like a small government. This discussion is in line with the Southern Sudan Education Act, (2008, p. 50) which stated that school governing bodies shall be “responsible for setting strategic direction, ensuring accountability and monitoring and evaluation of school performance.”

This move by the government in educational decentralization entails the devolution of authority from the centre to the community through the school governing bodies. It is also for the purpose of legitimizing authority for it is argued that schools are expected to improve through democratic governance and management (Daun, 2007). However, as argued earlier in this chapter that this move by the government of decentralizing educational governance and management may imply that the government has moved its responsibilities of providing education to its citizens to the local communities who now take most of the responsibilities in the provision of school resources and sustainability of the schools. This move for educational decentralization by the Government of Southern Sudan is on the basis that most African countries and especially those who have emerged from conflict have been very progressive towards the provision of Education for All (EFA) as a result of community participation in school governance (Johnson, 1995, EFA Global Monitoring Report, 2009). Indeed this concept of community participation in school governance and management is not new to Southern Sudan as it has been argued by Brophy (2004) that education in Southern Sudan during the period of turmoil and at the moment is largely been supported by the local

communities. Research evidence from Liya (2006) also confirms community participation in school governance and management in Southern Sudan. This policy of educational decentralization to enhance community participation in the governance and management of the schools has been confirmed by the Director General for Primary Education who reported that:

We have a decentralized system of governance which starts from the GoSS MoEST, State Ministry of Education (SMoE), the County and the Payam levels, and the governance and management of primary schools under the MoEST governance and management structures fall under the SMoE while at the level of MoEST GoSS the Ministry deals with policies on primary education. (Male MoEST official 1: 30<sup>th</sup> June, 2009)

Analysing from the above view this means that certain policies for example the curriculum are centralized while other policies on school governance and management are decentralized. Based on the above discussion one can hold the view that the role of government is only related in matters concerns policies as the data of this study revealed that the role of the government is support the community initiatives as the informants of this study explains that:

The schools belong to the parents and the local community, and the government's role is only to support the community's initiatives. That is why policies concerning the school management and governance are explicitly under the leadership of the parents and the local community who are represented by the SMCs and the PTAs in the school administrative and management structure. For instance the parents and the local (SMCs and PTAs) are empowered with the responsibilities of governance and formulation of school policies (rules and regulations) which are used for the governance of the schools by the school administration. (Male MoEST official 3: 14<sup>th</sup> August, 2009)

#### *Authority of the governing bodies*

The data revealed that the governing bodies shall have authority on matters related to financial management, academic management, policy formulation, disciplinary management, co-curricular activities, teachers and learners welfare management, resources mobilization and levying of school fees. Based on these findings one can deduce that the school governing bodies have vested authority by the government to the community to participate in the governance and management of the school through devolution of powers from the centre transferred to the community through the policy of educational decentralization. Indeed the findings and my experience reveals that the community is empowered by the government to govern and manage the school. However, what is implicit in the data is whether all aspects of education are decentralized in Southern Sudan or some aspects are decentralized and others

centralized. Analysing from the data presented in chapter four. I argue that school governance and management as per the authority vested in the SMC and the PTA in running the school is decentralized, for example in matters related to resource mobilization, management and control, monitoring of school performance, school budgets, employment of teachers and teachers management, and school development and or provision of construction materials and construction of schools. This is in line with Coleman and Earley (2005) argued that school and local community can be empowered by moving power and authority from the centre to the districts authorities, groups and in particular to school and the community. On the other hand, Coleman and Earley (2005) argue that for the purpose of quality control, and nation building, the curriculum, content, teaching methods and examination are centralized as authorities at the national level set rules and regulation for evaluation and monitoring arrangements aimed at ensuring quality education. However, I argue that there is no uniformity in the curriculum, and to some extent the curriculum is decentralized in the context of Southern Sudan in the sense that (a) the SMC and PTA as per the data monitors the school performance (b) the curriculum to date is on the process of getting unified as all the ten States in Southern Sudan use different curriculum and sit different exams as the States borrow from their neighbouring countries for example in Central Equatoria State (CES) four of its six Counties use Ugandan curriculum and in Eastern Equatoria State respectively, this means the curriculum in the Country is not yet unified (see Liya, 2006) (c) for instance some of the States in Southern Sudan still sit different exams at the end of primary seven or eight and for example Central Equatoria State, Eastern Equatoria State, and Western Equatoria State and (d) the community is consulted on the curriculum on what is relevant for Southern Sudan.

Based on the above discussion one can argue that the education system in the context of this study with reference to Beare and Boyd (1993) and Coleman and Earley (2005) is both centralized and also decentralized. For example it is decentralized in the sense that most of the schools are governed and managed by the community as per the findings of this study for instance in terms of educational funding, teachers employment, pupils enrolment, teachers and pupils' welfare, monitoring and evaluation of pupils' progress. And school sustainability and ownership are the reasons for decentralization in the context of this study. While the curriculum, content, teaching methods and examinations are centralized. These are centralized for the purpose of quality control for the authorities at the national level have laid the rules and regulation for monitoring and evaluation of education standards and for the



purpose of national unity. In addition with reference to educational decentralization Daun (2007) citing Winkler (1993) study of decentralization in Australia, the USA, Brazil and Chile who reported that curriculum and teaching methods, examinations and supervision, and financing of recurrent expenditures are centralized while teacher recruitment and compensation, school construction and financial and management audit are decentralized. In reference to educational decentralization Johnson (1995) maintained that the purpose of educational decentralization is to enhance community participation in school governance by most developing countries governments for example South Africa, Uganda, Tanzania and Zambia among others have decentralized primary education governance and that goals, aims and purpose are centralized for example the curriculum, content, teaching methods and examinations.

## **5.2 Community participation in school governance and management**

For the community to be able to participate in school governance and management, it is assumed that educational decentralization will pave way for the community to be able to participate in the governance and management of the school (see chapter one). In the context of this study the community I am referring to is represented by the SMC and the PTA who are engaged in the governance and management of the schools of this study. This is in line with the EFA Global Monitoring Report (2009) as it asserts that:

Moves towards greater school autonomy are often accompanied by the creation of formal structures, such as school committees, village education committees and parent-teacher associations, to facilitate parental and community involvement in school management. (p. 157)

The data reveal that community participation in school governance and management is through their roles in school governance and management and that this is aimed at improving educational quality and in holding educational providers accountable for example on the school resources (human and material) to mention a handful. There are many reasons for community participation in school governance and management and or educational decentralization (see chapter two). This study will discuss and analysis the roles played by the community in educational financing, and resource management and control with the assumption that community participation in school governance and management through their roles will improve educational quality, school governance and management, and that the community can hold educational providers accountable.

### **5.2.1 Roles of SMC and PTA in school governance and management**

#### *Educational financing*

Educational financing is one of the roles of the SMC and the PTA as the school governing bodies are engaged in mobilization of school resources through fundraising and lobbying from NGOs as revealed by the data of this study (see chapter four). The data further revealed that community participation in school governance and management is aimed at improving educational quality. To the informants quality education is that education that produces good performance, that has qualified teachers, with PTA and SMC, and that has well developed school infrastructures. I define quality education to be that education that prepares citizens to respect human dignity and that prepares learners to be democratic and self reliant citizens.

The community in this study participates in school governance and management through the school governing bodies (SMC and PTA) that represents the community in the school and through the school governing bodies who have some roles to play in the governance and management of the schools; and their participation in school governance and management is claimed improves educational quality. For example the community under study is known for its contribution in educational support for instance in terms of financing education as the County Education Director explained and admitted that:

Most of the schools in Southern Sudan were established and developed by the local communities, the churches and some are being established and supported by our development partners the nongovernmental organizations (NGOs); and we as a ministry we only pay the salaries for the teachers, supply the school with learning and teaching materials and we monitor the standards in these schools. The sole development of the schools is mainly under the parents and the local communities as represented by the PTAs. (MoEST official 3: 14<sup>th</sup> August, 2009)

The claim that can be deduced from this data is that as the community of this study maintains the schools through educational finance for its development this will improve educational quality. On the other hand the roles played by the school governing bodies spell the level of community participation and financing of education by the community (see chapter four). In a way the kind of community participation in school governance and management is collective through the representation by the SMC and the PTA and it is also at the individual level as the parents support their children through learning difficulties and paying of the school fees. For example as pointed by one of the informant that:

the schools are initiated by the community. In this school we have 16 teachers and only two teachers are paid by the government the rest of the teachers we pay them

from the school fees paid by the parents. (Male PTA Chairperson School B: 5<sup>th</sup> August, 2009)

Analysing educational finance from the above and in the context of this study, the level of community participation in school governance and management can be summarised into majorly educational financing, as the SMC and the PTA on behalf of the community, mobilize human and material resources, manages school finance, organizes fundraising activities, determines school fees and or levying of school fees, school construction, mobilization of local resources for example bricks, sand and stones for school construction, and mobilizing parents to send their children to school, recruitment and motivation of teachers, monitoring and evaluation and administrative roles (see chapter four). For example from the findings, one of the informants pointed out that:

Most of the schools were initiated by us parents. [We] ... are the ones sustaining and developing these schools. We provide the labour and we mobilize both resource materials and financial for the development of these schools. For example we mobilize material resources like bricks, stones, sand, timber and land for the construction of the schools, and financial resources through fundraising in addition to the school and development fees paid by the parents of the pupils. (Male PTA Chairperson School A: 13<sup>th</sup> July, 2009)

For the data reveals that the two schools studied have been established by the community, and supported partially by the government and development partners in terms of learning and scholastic materials. In other words the financial support from the community in terms of the school fees, school construction, and resource mobilization for the payment of teachers and sustaining the school, the data of this study revealed that it has improved the quality of education to a larger extent of the two schools of this study. As most schools during the period of conflict and after the CPA the data reported that are still being maintained and sustained by the community (see Brophy, 2004). Based on the above discussion one can argue that there is devolution of authority, but that the reason is not always to empower the community but having what is a government responsibility being shifted to the community for example the financing of education in this context of Southern Sudan where almost all that entails education financing is being shifted to the community for the community provides teachers, buildings and both scholastic and learning materials; in a way I argue here that educational decentralization to some extent encourages privatization of schools as most schools are owned and financed by the communities in Southern Sudan. This is in line with Daun (2007) who asserted some authors see privatization as another type or form of decentralization, for “it is evident that deconcentration and delegation do not necessarily lead

to more participatory approaches.” (p. 32) I also argue that in the context of this study based on the findings the deconcentration, devolution and delegation as the three main types of decentralization are in use in Southern Sudan. For instance GoSS has deconcentrated and delegated some of her responsibilities of primary education management to the SMOE and in turn the SMOE delegated some of these responsibilities to the Counties and the Payams while at the school there is devolution of governance and management (see chapter four). In a way there is combination and mixture of the three types of decentralization as there is a mixture of deconcentration, devolution and delegation in primary education management in Southern Sudan.

Based on the above findings one can hold the view that community participation in school governance and management is majorly on the role of educational financing in terms of resource mobilization, lobbying of funds and school fees. This is in line with Daun (2007) who maintains the view that community participation in Sub-Saharan Africa is mainly in terms of material inputs and that this improves educational quality. For instance stakeholder theorists argue that the involvement of the stakeholders in the governance and management of the school increases educational quality and improves school governance (Hatch & Cunliffe, 2006). For example the community support in educational finance. With reference to stakeholder theory Steiner, (2004) reported that in the perspective of the development Partners, community participation in school governance and management are essential for a success of a school project for community participation increases commitment and ownership of the project; and this is in line with the community of this study as the community is committed in educational financing and provision of quality education to their children.

#### *Resource management and control*

Community participation in financial management and control, and monitoring of school performance as means of holding educational leaders and teachers accountable was revealed in the data of this study as a role of SMC and PTA in the governance and management of the school. Community through the governing bodies are engage in monitoring the use of school resource, Head teachers, teachers, and pupils’ performance as a means of holding educational providers accountable. For example from the findings, the SMC Chairperson pointed that:

We manage and control the school resource, [financial and human resource] the money and the teachers. For example as SMC and PTA members we normally have a financial auditing of the school to enable us determine how much a parent should pay as school fees ... meanwhile for the teachers we manage and control them through

teachers attendance book ... and checking the pupils books to confirm whether the teachers are teaching or not. (Male SMC Chairperson of School A: 16<sup>th</sup> July, 2009)

Analysing from the data I argue here that the data reveals that community participation in school governance and management has increased accountability in relation to school performance and financial and human resource control in these two schools studied, through (1) the administrative and governance structure, (2) the authority vested in the SMC and that of the PTA as mandated by the parents and the community in holding the Head teachers, teachers accountable through (a) financial control as SMC and PTA are signatories to the school account, and the school administration has to present quarterly and annual reports to the PTA general meetings, (b) secondly the community holds the Head teachers and teachers accountable as the community monitors school performance and the school presents school performance accountability to the parents through the pupil report cards. This is in line with the World Bank (2008) that maintains that the involvement of the community and parents in school governance through formal structures such as SMC and PTA is the most common way in which the community and parents will hold schools accountable and is the common form of accountability accepted by most donors. For instance Daun (2007, p. 34) citing David (1990) maintain that in school-based management where stakeholders take part in planning, resource mobilization increases school accountability and coordination and enhance school improvement because of democratic management. In other words community participation in school governance and management improves educational quality and accountability as education providers are held accountable. With reference to the rationale for educational decentralization, it is argued that educational governance and management can be improved only if schools are made responsive to the community and the parents as centralized system tend to reduce the accountability of the schools to the communities and the parents (Winkler, 1994; Daun, 2007; EFA Global Monitoring Report, 2009).

#### *Contrasting SMC and PTA*

This study has further revealed that the SMC and the PTA are actively engaged in the governance and management of the school; and to some extent the SMC and the PTA differ in their administrative and managerial roles and these can be summarised as follows:

That the SMC as an appointed body by the government is concern with (a) administration of the school as it oversees the day to day activities of the school, teachers and pupils' welfare, disciplinary issues and financial accountability; (b) advisory role in terms of policies,

leadership and management, decision making and is the bridge between the community and the government; and (c) supervisory role as it supervise the school resources both movable and non movable assets, school programs, the curriculum and co-curricular activities; whereas the PTA plays the role of (a) school development as it mobilize financial and material resources for the development of the school from NGOs and qualified teachers from the government; (b) community mobilization as the PTA visit parents and sensitize them about the importance of education, establishing school projects and (c) is fundraising activities through school projects, levy of school fees and uniform fees. Resource management and control and monitoring of pupils progress are shared roles by the SMC and PTA as reported in this data (see chapter four).

Analysing from the above findings and based on the evidence from other research (see chapter two) one can hold the view that community participates in the governance and management of the school as per the data of this study. However, I want to argue here that the SMC and the PTA who represent the community in school governance and management have some limitations as the SMC and the PTA have not reached the level of citizen participation in the governance and management of the school, I argue here that mostly the SMC and PTA participate in matters related to school finance, resource mobilization, planning and budgeting, and school development but the SMC and the PTA have limited authority in relation to government policy for example the curriculum. This is in line with the EFA Global Monitoring Report, (2009) as it argued that community participation is mostly “confined to raising money.” (p. 157) Therefore due to this limitation where the SMC and PTA and to some extent due to lack of training on what they are supposed to do and how to govern and manage the schools their participation in this sense is limited to token participation and have not gone beyond this in the context of this study as the community have limited knowledge on matters related to the curriculum. Daun (2007) citing Sayed (2002) argued that for the community to be able to participate it is overarching to make the community informed of what they are supposed to participate in and this needs to be made know to them through trainings. In other words the SMC and the PTA who represents the community in the governance and management of these schools need to have a continuous training on their roles so as to participate fully in the governance and management of the schools.

### **5.2.2 Lack of training as an obstacle to community participation in school governance**

School governing bodies in Southern Sudan are an expression of democratic process of engaging the community to participate in the governance and management of the school

(Southern Sudan Education Act, 2008). Evidences from research have maintained that most of the Sub-Saharan African governments have created formal educational structures [School Management Committee (SMC) and Parent Teachers Association (PTA)] that enhance community participation in school governance (World Bank, 2008). Indeed for the community to be effective and to be able to hold the schools accountable the community should have skills in accessing school information and the schools have to make information easily accessed by the community. This study has revealed that the school governing bodies that represent the community in the governance and management of the schools lacked training on their roles. For example this has been pointed by one of the informants that:

[We] are not trained about what we are supposed to be doing at the school. We were appointed by the government and since then we are not trained on our executive roles. I am just using my mobilization and managerial skills in managing my team.... and because of lack of training for the members, four of my members in the committee have withdrawn from being members of School Management Committee. (Male SMC Chairperson of School B: 3<sup>rd</sup> August, 2009)

This lack of training and or skills to perform their roles resulted to withdrawal of some executive members from performing their assigned roles in the governance and management of the schools under study therefore this presents a limitation in the quest to holding of the Head teachers and teachers accountable by the SMC and PTA who represent the community in this matter and is an obstacle to educational decentralization.

According to the informants the government as a policy maker is responsible for the training of the school governing bodies (SMC and PTA), Head teachers and the teachers, but this has not always been the case as there has been lack of training materials although my experience reveals that the NGOs all along the period of the war have trained limited members of the SMC and the PTA. The NGOs could not do much; beside the NGOs do not have the mandate to develop government policies and manuals for the training. Therefore lack of training has been presented in this study as an obstacle for community participation in school governance and management.

Analysing from the data above one can hold the view that the roles of the SMC and the PTA to some extent, are underperformed based on the fact that some of the members are inactive (see chapter four); and this is due to lack of training on the roles of the SMCs and the PTAs as reported by both SMCs and PTAs Chairpersons of both schools A and B of this study. The lack of training on managerial skills is assumed that it may limit the performance of the SMCs and the PTAs in school governance and management. Indeed community participation

in school governance and management is viewed essential; and evidences from research have revealed that the community that is represented by the SMC and the PTA in school governance and administrative structure face a limitation of lack of training in order to perform their roles in the governance and management of the schools in most of the developing countries (World Bank, 2008). And that for the communities to be able to hold the schools accountable the school governing bodies must know the standards to which schools can be held accountable (ibid) which in this case to some extent the community in this study lacks as per the data.

For instance this is in line with evidence from research which maintains that in most cases when it comes to decision making process the elite manipulates and take advantage of the SMC and PTA who represent the community in the governance and management of the school (Daun, 2007 & EFA Global Monitoring Report, 2009). I tend to suggest that community representatives must be empowered with skills on school governance and management so as to have a genuine participation in the governance and management of the schools and to be able to hold the teachers and Head teachers accountable. As Fullan (2007) argue that for the SMCs and the PTAs to improve educational quality the SMCs and the PTAs as the school governing bodies have to be empowered to bring educational change. In other words for the community to be able to participate fully in the governance and management of the school, so as to improve educational quality and school governance, empowering the community with skills in the governance and management of the school is overarching in achieving the intent of community participation in school governance and management in this policy of educational decentralization in Southern Sudan.

On the other hand in the context of this study I want to acknowledge that despite the lack of training on managerial skills, the community of this study have been performing their roles as the SMCs and PTAs members of the schools are (a) literate persons with experiences on financial and human resources management and control (b) the SMC and PTA members are actively involved in the governance and management of the school with exception of few who do not show up (see chapter four). This is evident in the fact that the PTA and SMC of the two schools for this study are skilled persons and only that they lacked training on their roles in the governance and management of the school; and I was able to realize this in my informal conversation with the informants. It is therefore my belief that if the SMCs and the PTAs are given relevant skills they can deliver quality services to their schools on behalf of the community and the parents.



### **5.2.3 Mismatch of authority between SMC, PTA and the Head teacher**

In what Fullan (2007) refer to as the power of the three; the teacher, pupil and the parent who in this case are stakeholders in the schools of this study, I found some mismatch and or conflicting ideas in terms of the relationship within the school governing bodies which represent the community in the governance and administrative structure of the school, in terms of authority and or decision making and appointment and this posed another limitation as there are administrative and managerial conflicts within the school governance and administrative structure.

This study found that there is a mismatch between the SMC, PTA and the Head teacher in the school governance and administrative structure in regards to roles, power and authority. The data revealed that the SMC is an appointed body; and some of the members of the SMC executive body are nominated by the Head teachers. Two of the members of the SMC executive body are elected by the Parents and totalling to nine executive members. Meanwhile the PTA executive members are democratically elected by the Parents. The SMC is revealed by the data as the authority in the school, and the Head teacher is the legal authority in the school; and on the other hand the Head teacher is employed by the PTA. Analysing the data from this view point it presents that there are role conflicts between the SMC, PTA and the Head teacher. It can be deduced that since the Head teacher is the one nominating some of the SMC members he or she may nominate people who are related to him or her, or people who cannot question his or her creditability in the governance and management of the school; and on the other hand the SMC members who are nominated by the Head teachers faces conflicting loyalty, while the Head teacher will also face conflicting loyalty as he or she relates with the SMC and the PTA who are his or her employers in the governance and management of the school. In a way there is conflicting loyalty between the SMC, PTA and the Head teachers which proves to be a limitation and a challenge to the SMC, PTA and the Head teacher in the governance and management of the school.

Role conflict occurs when there are contradictory expectations held by an individual occupying a position; “the conflict can occur between roles, within a role or within a role set” (Bush & Middlewood, p. 71). For example when people are either uncertain about their own or others roles or positions and or when people appear to have overlapping in power and authority for when equal powers are given to both Head teacher and the Deputy Head teacher and or the SMC and the Head teacher in school which is evident in the data presented in chapter four. For instance there is hierarchical conflict between different expectations about

power and authority in the school governance and administrative structure a case in point is the authority and power of the Head teacher and that of the Chairperson of the SMC and the PTA as analysed above.

In line with the above conflicting roles between the SMC, PTA and the Head teacher, a study by Daun (2007) stated that:

.... At one extreme, practically all power stays with the principal, and the other members are just to give advice or legitimize the headteacher's proposals. At the other extreme, the principal is recruited by the site council or board and be fired if the site board is not satisfied with his or her performance. (p. 42)

In other words the Head teacher is in tension and or in role conflict as he or she is seen as the authority in the school. At the same time the SMC is the legal wing of the government with a vested authority and leadership to oversee all the activities in the school, and at the same time the PTA whose authority and leadership is mandated by the community and the parents is the employer of the Head teacher. I tend to argue here that the mismatch between the SMC, PTA and the Head teacher may have been due to lack of clarity on the roles of the SMC and PTA, and lack of training on the roles of the SMC, PTA and the Head teachers for some of the Head teachers lack managerial and leadership skills. On the other hand I tend to suggest that if the SMC, PTA and the Head teachers are given training on their managerial and leadership roles and responsibilities these conflicts or mismatch will be limited as some of these conflicts will be rectified in the training.

### **5.3 Democratic leadership in school governance and management**

Various leadership styles were reported by the informants of this study as indicated in chapter four. Teamwork and Interpersonal leadership are discussed as aspects of democratic leadership and moving around leadership is discussed as an aspect of authoritarian leadership. Evidence from research as mentioned earlier argue that the only through which community can participate in school governance and management, and is through the formal structures such as SMC and the PTA which are an expression of democratic governance and management. Arguing from this view point, the findings of this study maintain that democratic leadership style enhance community participation in school governance and management as perceived by the informants; as the informants argued that democratic leadership style enhance community participation in school governance because it encourages inclusiveness, openness, and the leadership is shared by the stakeholders and it creates unity among the stakeholders for there is transparency in how things are done in the school, for

instance if the school wants to increase the school fees. The parents of the pupils are called in a meeting and upon discussion of the reasons for the increment then a joint decision is taken by the stakeholders. It is upon this involvement of the stakeholders that the informants of this study perceived democratic leadership style can enhance community participation in school governance and management.

Critical organization theory emphasises that power in an organization should not be concentrated in the hands of an individual in an organization, but rather power should be distributed; and this is in line with reference to the stakeholder theory which argues that for an organization to be effective the leadership should be dispersed among the stakeholders. For instance evidence from research have advocated for the involvement of stakeholders in the governance and management of the school, and it is argued that the involvement of stakeholders improves educational quality and school governance and it increase greater participation of the parents in meetings, fundraising and in cultural activities (Hatch & Cunliffe, 2006; Daun, 2007).

The informants of this study perceived democratic leadership as a means of inclusiveness in the governance and management of the school. As in both schools studied, in my general observation of the school I observed the practises of democratic leadership style being practised by the Head teachers, SMCs, and the PTAs in the governance and management of these schools studied and this was seen through the meetings that brought the parents, and teachers together and all the parents, and teachers actively participated as they share their views and ideas; the same was the case with the SMCs and the PTAs in their meetings which are participatory and it gives room for the parents to make decision on what they feel is good for their children in the school. For example in a meeting that brought parents of the pupils in one of the schools studied, a parent pointed that:

We had agreed in our annual meeting that we have to pay Sudanese pounds 60 (\$30) per term in our meeting with the SMC, PTA and the school administration. I argue all of us to pay the amount we have agreed on so that the teachers will teach our children (Female Parent School B: 20<sup>th</sup> July, 2009)

Therefore democratic leadership style enhances community participation in school governance and management as the Parents take part in their PTA quarterly and annual school meetings and also as the parents and the community is represented in the governance and management of the school by the SMC and the PTA.

Analysing the data I argue that there is a sense of belonging and responsibility in democratic leadership because of its inclusiveness as stakeholders feel to be part of the school governance and management. The community being represented by the SMC and the PTA and it participates in the governance and management of the school and as teachers are assigned duties according to their skills and talents. For example the Heads of departments and committee Chairpersons of the clubs in the schools were elected democratically as the teachers elect among themselves who is to head what club or department and committee in the school as claimed by the informants of this study. Democratic leadership is also practised among the pupils as the pupils elect their representatives in the school, the prefects and the class prefects, as the Deputy Head teacher of school B reported that “we always involve the pupils in decision making processes in issues related to the discipline of the pupils” (Male Deputy Head teacher School B: 4<sup>th</sup> August, 2009). This implies that democratic leadership that promotes active participation of stakeholders is practised in these schools and the pupils as members of the school stakeholders are represented in the governance and management of the schools. Based on the above argument I hold the view that democratic leadership style enhances community participation in school governance and management on the basis that the community as a stakeholder is involved in the governance and management of the school.

There is growing evidence to suggest that democratic leadership style enhance community participation in school governance and management, and it improves school governance and management. For example, Woods (2005) quoting Harris (2004) concludes that:

the central message from two studies of successful school headteachers was that the headteachers ‘recognized the limitation of a singular leadership approach and saw their leadership role as being primarily concerned with empowering others to lead’ (p. 31)

In other words the argument above implies that it is in democratic leadership where the leadership is dispersed rather than singular leadership will enhance school governance and management. As Woods (2005) maintain that “sharing the burden of leadership and teaching can help with increasing demands on time and effort, as well as with the numerous moral complexities facing contemporary school leaders.” (p. 31) In a way democratic leadership style is being favoured as a leadership style that can enhance community participation in school governance and management as is the case with the SMC and PTA who are offering managerial support to the Head teacher as reported in this study.

The informants also observed that democratic leadership waste a lot of time as decisions cannot be reached before it makes a quorum. There is research evidence that democratic leadership delay decisions, and that as the Head teachers are faced with a challenge of being held accountable on the demands from the stakeholder, democratic leadership in this sense of delay in terms of quick decisions that could be taken in the absence of the quorum may hinder school improvement, and school governance and management, as it demands a lot of resources for instance time (Coleman & Earley, 2005; Dimmock & Walker, 2005; Woods, 2005).

However, the data of this study despite the argument against democratic leadership style as it is revealed that it waste time. It is the most favoured by the informants of this study on the assumption that it enhances community participation in school governance and management, it improves educational quality and school governance as democratic leadership is widely dispersed among stakeholders and the sharing of various experiences and skills improves educational quality, and school governance. On the other hand research has revealed that community in most cases in democratic governance find themselves doing minor managerial responsibilities for the community is mostly sidelined by the elites and in some circumstances the Head teachers and the teachers do not feel comfortable about community participation in school governance and management as they claim that the community interfere with their professional duties (Woods, 2005, Daun, 2007, EFA Global Monitoring Report, 2009). For example where the Head teacher appoints the SMC members he or she may appoint those who are of his or her interest, and or of the same social network or class as elites and who may give in return to the school in terms of socio-economic benefits for the school; and this means that the large population that is semi literate or illiterate is sidelined and could not challenge any decision made by the elites; and in this case the devolution of authority which is meant to engage the community through democratic leadership and or governance for a purpose of responsive and participatory school governance fails to meet the intent of equal opportunity as the elites dominates decision making (EFA Global Monitoring Report, 2009).

*Teamwork leadership and interpersonal leadership styles* as aspects of democratic leadership that encourage shared and participatory leadership as the informants of this study argued that in teamwork leadership you work together in a participatory manner and that in interpersonal leadership where the community, the teaching staffs are consulted by the Head teacher and the Head teacher interacts freely and you share ideas in a democratic way in the governance

and management of the school, and working as a team enhances community participation in school governance and management.

Analysing from the informants point of view it can be argued that the informants perceived that in teamwork and interpersonal leadership as aspects of democratic or participatory school governance promotes community participation in school governance it improves school quality and governance. The informants argument is that the Head teacher alone cannot do everything in the school and that is why the school has the SMC, PTA, the Deputy Head teachers, teachers and the support staff so as to work as a team, and where there is interpersonal leadership [open door policy] for all the stakeholders and or staffs to be able to consult with the Head teacher and have joint decision making process in the governance and management of the schools where the teachers and the parents have faith and trust in the Head teacher will enhance community participation in school governance and management and it will improve the quality and governance of the school. For instance one of the informants observed that in teamwork leadership “there is a collective responsibility by all members of the school” (Male SMC Chairperson of School A: July, 2009) as the stakeholders of the school work as a team in developing, sustaining and governing the school.

This is in line with Bush and Middlewood (2005) quoting Lashway (2003) who argue that:

The task of transforming schools is too complex to expect one person to accomplish single-handedly. Accordingly, leadership should be distributed throughout the school rather than vested in one position (p, 107)

This implies that teamwork that encourages democratic participation in school governance enhances community participation in school governance and management and it improves quality and school governance. For example Bush and Middlewood (2005) pointed out that teamwork is an aspect of democratic practice and that teamwork management is practiced in South African schools to promote democratic governance.

### **5.3.1 Authoritarian leadership**

The data presented in chapter four reveal that authoritarian leadership style is used in the schools studied. We sometimes apply authoritarian leadership when the teachers don't cooperate. And “sometimes the Head teacher is oppressive” (Male teacher 1 School B: 23<sup>rd</sup> July, 2009). Lack of cooperation by the teachers in this context as presented in the data is the reason for the use of authoritarian leadership in the governance and management of the school. The school leadership assumes that by the use of authoritarian leadership the teachers

will cooperate and the work is done. Another argument present for the use of authoritarian leadership as presented in the findings is that decision making in this leadership is quick and there is no waste of time in gathering stakeholders to make decision on an activity which is to be done. However, the informants of this study quickly admitted the shortcomings of the authoritarian leadership and the informants acknowledged that authoritarian leadership discourages stakeholders and it creates fear in the members of the SMCs, PTAs, teachers and the pupils and this destroys creativity.

Moving around leadership as an aspect of authoritarian leadership was reported in the findings of this study as a leadership style that leads to good performance as the Head teacher keeps the teachers and pupils alert and walk on their toes in order to achieve the objectives of the school and good performance: “for if teachers are to do what they are supposed to do. What do you expect, good school performance” (Male SMC Chairperson of School A: 15<sup>th</sup> July, 2009). The argument according to the informants of this study is that the Head teacher is in the centre of the school administration and he or she should be able to lead by example and direct the school towards the achievement of good performance as he or she makes the teachers and pupils mindful of their obligation in the school. On the other hand the argument against this leadership style is that it makes the Head teacher to act like a policeman and it leads to authoritative leadership as Head teacher moves around watching over who is doing what and who is not doing what. The informants argue that this leadership creates fear and it destroys creativity and sense of being responsible and accountable about once duties and obligations.

Analysing the data above it can be deduced that the use of authoritarian leadership and moving around leadership is meant to produce good performance. This argument by the informants for the use of authoritarian leadership and moving around leadership as the informants reported that it is to make the teachers cooperate which means that power or force is use to control the teachers in the school. The above is in line with Beare and Boyd (1993) who argued that the use of power in an organization is to limit individuals' behaviours to only those tasks that bear on the ultimate outcome as Beare et al. (1989) added that in centralized governance where authority is vested in the Head of the institution in addition to specialization of the individuals in the organization is equal to efficiency. Based on the discussion above it can be hold that the use of authoritarian leadership and moving around leadership in a way is meant for the purpose of control and coordination so as to produce good school performance as argued by the informants that if teachers are doing what is right

in the school what is expected out of their good behaviours is good performance as per the above assumption. However, I want to argue that as much as the use of power or force in this authoritarian leadership is meant for control and coordination, in the context of this study some of the Head teachers use force simply because some of them have not acquired training in school management and administration, and secondly he or she wants to be recognized that he or she is the Head teacher of the school, and this leadership style may not enhance community participation in school governance and management. Indeed it can be assumed and deduced from the informants that the use of authoritarian leadership in the two schools of this study has been due to ignorance and fear that if he or she delegates or shares responsibilities with the teachers, he or she fears that in a democratic governance and management his or her authority may be challenge by the teachers and thus the use of authoritarian leadership for the fear that in democratic environment his or her limitations will be recognised therefore in order to avoid being challenged in a democratic governance and management the best is to be authoritative and scare those who would like to challenge his or her administration as mentioned earlier that for instance that ‘we sometimes use force if the teachers do not cooperate’ as reported in the findings of this study.

#### **5.4 Conclusion**

The ultimate goal of educational decentralization in the context of Southern Sudan is to allow broader participation of stakeholders in the governance and management of the schools. It is assumed that formal structures such as SMC and PTA, and democratic leadership enhance community participation in school governance and management and it improves the quality of education. Indeed this study concludes that there are formal structures for example the school governing bodies SMC which is appointed and the PTA which is elected and that these formal structures are an expression of democratic governance and it allows community participation in the governance and management of the school so as to improve the quality of education and to hold education providers accountable in Southern Sudan. As community participation in school governance and management is mandated by the 2005 Interim Constitution of Southern Sudan.

This study assumes that democratic leadership style enhances community participation in school governance and management, and it is democratic leadership that improves school governance and management as perceived by the informants of this study, and according to relevant sources discussed earlier; it supports that democratic leadership style enhance school governance and management and it influence community participation in school governance.



In addition this study further concludes that the school governance and administrative structure of schools under study is bureaucratic with clear lines of control and co-ordination between the teachers, Head of departments, the Head teacher, the PTAs and the SMCs as explicitly defined in the school governance and administrative structure of the school (see figure 4.1). Secondly it is bureaucratic because there are managerial responsibilities and duties assigned to each teacher and heads of department in the school and there are rules and regulations that bind each member of the school community to follow. Thus the assumption and the conclusion of this study is that the schools studied have bureaucratic governance and administrative structures. As argued by Hatch and Cunliffe (2006) that most organizations are bureaucratic in nature therefore is the school in this context.

In conclusion, this study concludes that community participation and democratic leadership in school governance and management to a larger extent enhance school governance. This conclusion is drawn based on the analysis of the findings of this study and secondly on relevant sources as discussed in this study.

However, resource constraints limited the exploration of this study into depth. I therefore recommend that further study be explored on the experiences of the Southern Sudan on educational decentralization on the aspect of community participation and democratic leadership and or in democracy and education, and Human Rights education. For I argue that participation in school governance and management is not just a mere involvement to legitimate the leadership of the Head teacher, but that the stakeholders should have relevant skills and knowledge to be able to participate effectively in the governance and management of the school to improve educational quality and enhance school governance.

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## **Appendix**

### **Interview questions guide for Ministry of Education Science and Technology (MoEST) officials**

1. Could you briefly tell me about the Ministry of Education Science and Technology policy on school governance and management of a primary school in Southern Sudan?
2. What formal structure exists in a primary school? Or what formal structures are in place for community to participate in the governance and management of a primary school?
3. How is the community involved in the governance and management? Or what organs are involved in the governance and management a primary school?
4. From the perspectives of MoEST, how can community participation in school governance and management improve educational quality and primary school governance and management?
5. How are decisions in this governance and management structures administered?
6. What role does the community play in the governance and management of a primary school?
7. From your own perspective what leadership style enhances community participation in governance and management of a primary school to improve educational quality and school governance?
8. In your own opinion how could you administer and manage a primary?

### **Interview questions guide for the community representatives (SMC and PTA)**

1. What roles do the SMC and PTA play in the governance and management of a primary school?
2. Why is it of significance for the SMC and PTA to be involved in the governance and management of a primary school?
3. How are you involved in the governance and management of this school?
4. What power and authority do the SMC and PTA have in the governance and management of the school?
5. According to your own understanding to whom does this primary school belong to?



6. As an SMC and PTA member what difficulties do you face in the governance and management of a primary school?
7. From your own perspective what leadership style enhances community participation in governance and management of a primary school to improve educational quality and school governance?
8. In your own opinion how could you administer and manage a primary?

### **Interview questions guide for Head teachers and teachers**

1. Briefly tell me about your school administrative and management structure?
2. What formal structures exist in this governance and management structure?
3. Why are the SMC and PTA important in the governance and management of a primary school?
4. What roles do the SMC and PTA play in the governance and management of a primary school?
5. What authority do the SMC and PTA have in the governance and management of a primary school?
6. What is your understanding of community participation in school governance and management?
7. What is your understanding of democratic leadership style?
8. How do you govern and manage this school?
9. From your own perspective what leadership style enhances community participation in governance and management of a primary school to improve educational quality and school governance?
10. What leadership styles are practice to enhance community participation in school governance and management in this school?
11. In your own opinion how could administer and manage a primary school?